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CITY OF ORLAND GENERAL PLAN 2003-2020

MARCH 2003



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CITY OF ORLAND GENERAL PLAN 2003-2020

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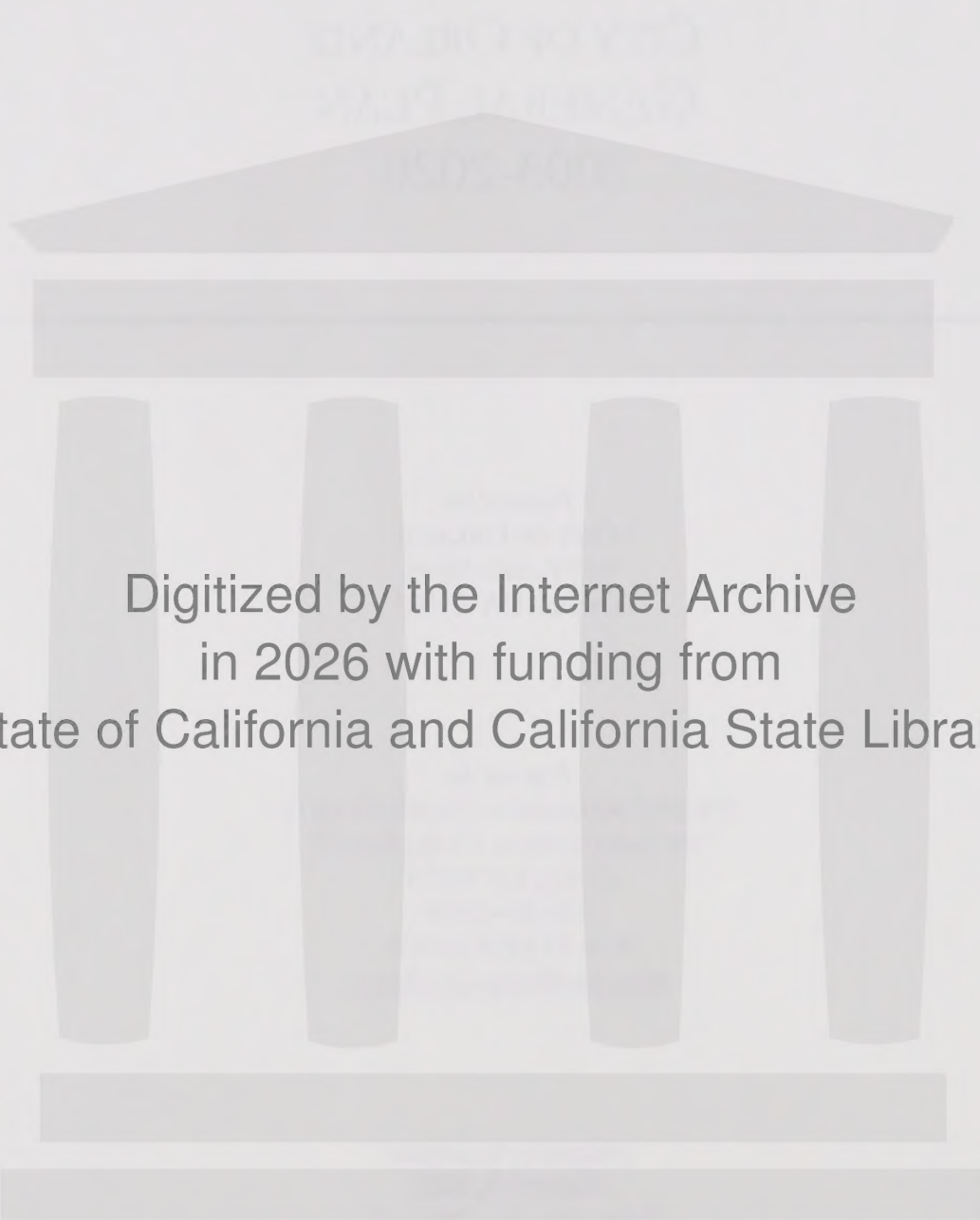
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Adopted by Resolution:

MARCH 3, 2003
Resolution No. 2003 - 06



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RESOLUTION NO. 2003 - 06
A RESOLUTION OF THE CITY COUNCIL
OF THE CITY OF ORLAND
CERTIFYING THE NEGATIVE DECLARATION
AND ADOPTING AN AMENDMENT TO THE
THE CITY OF ORLAND GENERAL PLAN

WHEREAS, pursuant to Section 65300 of the California Government Code and following sections, the City of Orland did, in April 1991, adopt its General Plan and environmental documents and revised the General Plan in January of 1993 and February of 1994; and,

WHEREAS, the City of Orland initiated a substantial amendment to the General Plan in September 2001, including a complete revision of the Land Use, Circulation, Safety, Open Space and Conservation, and Noise Elements; and,

WHEREAS, the Planning Commission conducted numerous public hearings and workshops on the General Plan Amendment as summarized in Exhibit A to this Resolution; and,

WHEREAS, the draft of the General Plan Amendment was circulated for public review for a period of 45 days beginning on November 6, 2002 and ending on December 9, 2002; and,

WHEREAS, a Negative Declaration of Environmental Effect (State Clearinghouse Number 2002102112) was prepared for the General Plan Amendment and was circulated for public review and comment beginning on November 6, 2002, and ending on December 9, 2002; and,

WHEREAS, the City conducted a public hearing on December 5, 2002, to receive public comments on the Negative Declaration of Environmental Effect; and,

WHEREAS, the City has responded to all comments received on the Negative Declaration and incorporated the responses into the General Plan Amendment; and,

WHEREAS, the Planning Commission conducted a duly noticed public hearing on Thursday, January 16, 2003, and received comments from the public on the environmental effect of the General Plan Amendment; and,

WHEREAS, no significant environmental effects were raised during the comment periods or the public hearing; and,

WHEREAS, the Planning Commission reviewed the General Plan Amendment and adopted Commission Resolution 03-01 recommending the General Plan Amendment to the City Council;

NOW THEREFORE BE IT RESOLVED that the City Council of the City of Orland Does hereby approve the Amendment to the City of Orland General Plan with the following changes as supported in materials included as Exhibit A to this Resolution:

1. The Land Use Designation R-E-5, shall be eliminated from the *Land Use Element*, and all lands currently designated R-E-5 shall be designated R-E.
2. Parcels 41-050-004, 005, 006, 41-090-004, 005, 41-061-002, 003, 004 and 41-100-001, 002, 003, 004, 005, 006, shall be designated Residential Low (RL).
3. Parcels 46-250-001, 002, 003 shall be designed Residential Estate (RE)
4. That the changes discussed in the Staff Report February 3, 2003 attached as Exhibit A to this Resolution shall be incorporated into the General Plan as discussed in the Staff Report dated January 9, 2003 attached as Exhibit B.

FURTHER, be it resolved that the Council does direct that the City Manager file with the Glenn County Clerk a Notice of Determination that the General Plan Amendment has a Negative Environmental Effect; and,

FURTHER, be it resolved that the Council finds that a negative declaration was prepared and circulated and that there is no evidence before the Council that the proposed project will have potential for adverse effect on wildlife resources and recommends adoption of a finding of de minimis impact on environment.

PASSED AND ADOPTED by the City Council of the City of Orland this 3rd Day of March, 2003, at a regular meeting by the following vote:

AYES: Councilmembers Olney, Jessie-Edwards, Cutshall, Yalow, and Barr

NOES: None

ABSENT: None

Paul Barr, Mayor

ATTEST:

Angela Crook, City Clerk

ACKNOWLEDGEMENTS

I.	INTRODUCTION	I-1
i.1	Community Overview.....	i-1
i.2	Legal Basis and Requirements of the General Plan.....	i-3
i.3	City of Orland General Plan Overview.....	i-5
1.	LAND USE	1-1
	Introduction	1-1
1.1	Land Use Goals, Policies, and Programs	1-5
1.2	Land Use Diagram and Designations.....	1-8
1.3	Special Planning Districts	1-13
2.	CIRCULATION AND TRANSPORTATION	2-1
	Introduction	2-1
2.1	Goals, Policies and Programs	2-8
3.	SAFETY AND SEISMIC SAFETY.....	3-1
	Introduction	3-1
3.1	Emergency Preparedness.....	3-1
3.2	Flood Hazard	3-2
3.3	Fire Protection	3-3
3.4	Geologic Hazards	3-6
3.5	Hazardous Materials and Waste Management	3-9
3.6	Rail Related Hazards	3-10
4.	OPEN SPACE AND CONSERVATION	4-1
	Introduction	4-1
4.1	Agriculture	4-1
4.2	Aggregate Mining.....	4-3
4.3	Biological Resources.....	4-3
4.4	Air Quality	4-6
4.5	Water Quality	4-8
4.6	Water Supply	4-9
4.7	Wastewater.....	4-10
4.8	Recreation Resources	4-11
5.	NOISE	5-1
	Introduction	5-1
5.1	Goals, Policies and Programs	5-4

6.	HOUSING	6-1
	Introduction	6-1
6.1	Background.....	6-2
6.2	Issues	6-9
6.3	Policy Plan	6-31

APPENDIX A

Noise Technical Data

LIST OF FIGURES

Figure 1-1	Orland Planning Boundaries.....	1-4
Figure 1-2	Land Use Diagram.....	1-10
Figure 1-3	Special Planning Districts	1-13
Figure 2-1	Circulation Diagram	2-4
Figure 2-2	Truck Routes	2-7
Figure 3-1	Dam Inundation Map	3-4
Figure 4-1	Public Facilities	4-13

LIST OF TABLES

Table 1-1	Population of Orland and Glenn County	1-3
Table 1-2	Population Projections for Orland 2010- 2020.....	1-5
Table 1-3	Land Use Projections for Orland.....	1-5
Table 1-4	Maximum Residential Growth Under General Plan	1-9
Table 1-5	Maximum Non-Residential Growth Under General Plan in Acres.....	1-9
Table 1-6	General Plan/Zoning Compatibility.....	1-13
Table 2-1	Level of Service Definitions.....	2-5
Table 2-2	Evaluation Criteria for Two-Way Urban Roadways Daily Level of Service.....	2-5
Table 3-1	Selected Physical and Engineering Properties of Soils in the Orland General Plan Area.....	3-7
Table 4-1	Population Projections for Orland.....	4-12
Table 5-1	Noise Standards for New Uses Affected by Traffic and Railroad Noise.....	5-5
Table 5-2	Requirements for Acoustical Analyses Prepared in Orland	5-6
Table 5-3	Noise Standards for New Uses Affected by Non-Transportation Noise	5-6
Table 6-1	Total Housing Stock 1980-2000.....	6-3
Table 6-2	Total Dwelling Units by Type of Structure 1980-2000.....	6-3
Table 6-3	Total Households 1980-2000.....	6-4
Table 6-4	Average Number of persons Per Occupied Dwelling Unit 1980-2000.....	6-4
Table 6-5	Housing Tenure 1980-2000.....	6-4
Table 6-6	Housing Condition Survey Results	6-5
Table 6-7	Housing Condition Survey Substandard Housing Units	6-5
Table 6-8	Housing Condition Survey Condition of Substandard Units	6-5
Table 6-9	Housing Condition Survey Condition of Substandard Single Family Units.....	6-6
Table 6-6A	Housing Condition Survey Extrapolated Results	6-6
Table 6-7A	Housing Condition Survey Substandard Housing Units Extrapolated Results	6-6

Table 6-8A	Housing Condition Survey Condition of Substandard Units Extrapolated Results	6-6
Table 6-9A	Housing Condition Survey Condition of Substandard Single Family Units Extrapolated Results	6-8
Table 6-10	Comparison of Results of 1991 and 1996 Surveys	6-7
Table 6-11	Housing Condition Survey Condition of Substandard Multi-family Units.....	6-8
Table 6-12	Housing Condition Survey Condition of Substandard Mobile Home Units.....	6-8
Table 6-13	Overcrowding 1980-1990.....	6-8
Table 6-14	Elderly Population 1980-2000	6-8
Table 6-15	Disabled Population.....	6-9
Table 6-16	Large Families 1980-1990.....	6-9
Table 6-17	Female Head of Household 1980-2000	6-9
Table 6-18	Overpayment of Owner Units.....	6-11
Table 6-19	Overpayment of Renter Units	6-11
Table 6-20	Maximum Replacement Costs Elderly Housing Development.....	6-19
Table 6-21	Maximum Replacement Costs Public Housing Development	6-19
Table 6-22	Existing Vacant Land and Population Holding Capacity.....	6-30
Table 6-23	Definition of Residential Zoning and Land Use Designations.....	6-31
Table 6-24	Household Projections by Income Group	6-37
Table 6-25	Glenn County Basin Construction Needs January 1, 1991 to July 1, 1997.....	6-38

ACKNOWLEDGEMENTS

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I would like to thank my family and friends for their support and encouragement throughout this journey. I am grateful to my parents for their love and guidance, and to my friends for their friendship and support. I also want to thank my teachers for their knowledge and wisdom, and my colleagues for their help and assistance.

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CITY OF ORLAND**CITY OF ORLAND COUNCIL MEMBERS**

Mayor	Paul Barr
Vice Mayor	Marjorie Palmer
Councilmember	Chuck Cutshall III
Councilmember	Salina Jessie-Edwards
Councilmember	Mike Yalow

CITY OF ORLAND PLANNING COMMISSION

Claire Arano	Mike Hamlin
Lester Morgan	George Molina
Mark W. Smith	

CITY OF ORLAND ELECTED OFFICIALS

City Clerk	Angela Crook
City Treasurer	Pamela Otterson

CITY OF ORLAND STAFF

City Manager	Joseph T. Riker III
City Attorney	Thomas N. Andrews
Chief of Police	Richard Quenzer
Director of Public Works	Jerry Troxel
City Librarian	Marilyn Cochran
City Engineer	Bruce Nash
Finance Director	Daryl Brock
Fire Chief	Vernon Dado
Recreation Director	Jenny Albisu
Building Inspector/Official	Tom Coleman

GENERAL PLAN UPDATE TEAM**PROJECT MANAGEMENT**

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TRAFFIC ANALYSIS

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KdAnderson Transportation Engineers

NOISE ANALYSIS

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HISTORICAL RESOURCES

Donald S. Napoli, Ph.D.

CULTURAL RESOURCES

Peter Jensen, Jensen and Associates



Carnegie Library on 3rd near Mill Street

I. INTRODUCTION

- i.1 Community Overview
- i.2 Legal Basis and Requirements
- i.3 General Plan Overview

I.1 COMMUNITY OVERVIEW

COMMUNITY CHARACTER

The City of Orland is typical of an American small town. The small town atmosphere and friendliness of the population is seen as an asset by many Orland residents; with a population of 6,281 (January 2001 statistics), many of the residents know each other in passing, and a number of individuals have spent most or all of their lives in Orland.

The character of Orland is strongly rooted in the agricultural heritage of Glenn County, as well as being influenced by the major transportation corridors of Interstate 5 and State Routes 99 and 32. More recently, growth and development, or the lack thereof, have been influenced by the City's relative proximity to the Chico Urban Area, which has both stimulated residential development and retarded commercial development in Orland.

Among the most attractive qualities of Orland are the quiet and safe environment, which has been lost in many larger cities, the affordability of the homes within the community, and the large parks and recreational opportunities.

The close-knit sense of community in Orland is evident during the annual Fourth of July Picnic, and the Harvest Fair, along with a variety of holiday events and other occasions which draw the community together.

Orland is currently in a period of transition. Changing patterns of agricultural production and the loss of commercial and retail customers to Chico has taken a toll on local businesses. However, the City's realization that it must actively attract and support local business ventures could turn this trend into an increase in prosperity of the community as a whole.

Regardless of changes in economic opportunity in Orland, the qualities of a safe, quiet, friendly community continue to make Orland a desirable place for families and individuals seeking a peaceful place to live.

HISTORY

Orland is primarily a residential community that has maintained the small town character one might envision for such a community of fifty years past. Located on Interstate 5 and State Routes 99 and 32, Orland has the opportunity to beautify these existing "gateways" in order to attract more commercial and retail enterprises.

Located in the northeast portion of Glenn County, the beginnings of the City were rooted in cattle ranching, which was established by Granville P. Swift in the late 1840s. By the early 1870s, grain production in the area led the Central Pacific Railroad to lay

track from Colusa County to Red Bluff. In 1878, the townsite of Orland was laid out by the Chamberlain brothers; two years later, the management of this townsite was taken over by the railroad. Stores and warehouses for local ranchers created residents for the new settlement, and in 1880, the census showed the population of Orland to be 292.

Local agriculture began to change in the 1890s, sparked by the irrigation of land with water pulled from Stony Creek. An irrigation district was formed in 1887, and the first land was irrigated in 1893. Unfortunately, the supply of water was not reliable enough for the irrigation project to be successful. Enough farmers were able to shift their efforts to dairying and orchard crops, which staved off the economic effects of the collapse of the international grain markets and the subsequent nationwide depression.

By the 1920s, Orland's population had reached 1,600, and the town had taken on a more settled appearance, with large and small commercial entities lining the streets of downtown Orland, which at this time were also beginning to be paved. This upturn in the fortunes of Orland were not to last, however, and the economic growth was strangled by crop failures and depressed agricultural prices. Though the entire Sacramento Valley was hit hard by the Depression of the 1930s, Orland suffered the largest drop in population – more than 25 percent.

Prosperity returned to Orland in the 1940s with increased agricultural production and a steadily climbing population, which topped 2,000 in 1950. Commercial buildings began to fill in empty lots on Fourth, Fifth, and Walker Streets. By the 1970s, Orland had a fairly thriving economy, with large department stores and local businesses sharing the income of the Orland population. Recently, however, the City of Orland has lost many commercial

and retail establishments, and Orland residents often travel to Chico to purchase household items which are not available to them in Orland.

Currently, the Orland City boundary encompasses 1,581 acres. The City of Orland is different from most cities in California in that it has two spheres of influence. The Primary Sphere of Influence, determined by the Glenn County Local Area Formation Commission (LAFCo), is the sphere of influence most commonly associated with most cities – the area where future expansion is most likely to occur. The Secondary Sphere of Influence has also been determined by LAFCo, and identifies areas where the City has an interest in future development that



Building at 5th and Walker Streets

may occur. Please refer to Section 1.0, Land Use, for a more detailed description of Orland's planning area.

Walker Street, the main thoroughfare of Orland, is lined by a mix of uses. A large aggregate business is situated where State Route 99 enters Orland from the east, and Walker Street is lined by homesites and small businesses as it nears the City center. Interstate 5 (I-5) runs along the western border of the City, and offers opportunities to attract travelers.

Recreational facilities in the City of Orland consist of over 46 acres of parks, which are at this point in time in varying conditions, with some in states of disrepair.

PHYSICAL DESCRIPTION AND LOCATION

The City of Orland is located in northeastern Glenn County, approximately 100 miles north of Sacramento, in a region that is dominated by agricultural land uses of orchards (almonds, walnuts, olives, peaches, and prunes) and dairy farms. Special climactic conditions allow orange groves to flourish in the Orland area – the northernmost citrus-growing area in the state. Fields of corn, wheat, rice, and beans surround the Orland community.

Orland is located on the Stony Creek Fan, and two major water features, Black Butte Reservoir and the Sacramento River, are located near the Orland Planning Area. Orland also overlies the 5,000 square mile Sacramento Valley Groundwater Basin, which contains abundant supplies of high quality groundwater.

The climate of Orland is characterized by hot, dry summers and moist, mild winters. Mean monthly temperature exceeds 75 degrees from June through September, with more than a few days in excess of 100 degrees. The environmental conditions of Glenn County (part of the northern Sacramento Valley, which is bounded by the Coastal range to the west and the Sierra Nevada to the east) are conducive to potentially adverse air quality conditions. The basin area traps pollutants between the two mountain ranges, which is exacerbated by a temperature inversion layer that traps air at lower levels. The winter climate is a mild 50 degree mean monthly temperature from December through March. Night temperatures can occasionally drop

below freezing. The frost-free annual growing period is about 280 days. The rainy seasons extends from October through April, with average rainfall of approximately 20 inches.

I.2 LEGAL BASIS AND REQUIREMENTS OF THE GENERAL PLAN

California state law requires that every city and county adopt a General Plan to guide physical development of the land within the jurisdictions' boundaries. The plan acts as a "constitution" for the jurisdiction and establishes guidelines for land use and development. Since the General Plan affects current and future generations, state law requires that the plan take a "long-term" perspective. Typically, General Plans look 10 to 20 years into the future. This plan addresses planning for the City of Orland through the year 2020.

The law requires that the plan be comprehensive, and that specific subjects or "elements" be addressed in the plan. The state-required elements include: land use, circulation, housing, conservation, open space, noise, and safety. State law also allows the jurisdiction to include additional, or "optional" elements to address specific issues of concern, as well as combining required and optional elements as deemed appropriate.

REQUIREMENTS AND SCOPE OF THE GENERAL PLAN

A city's General Plan may be described as its development constitution – the set of policies within which development regulations and decisions must fit. The General Plan is a statement of the community's vision of its long-term or ultimate physical form.

State of California General Plan law is a product of the legislative process. While the State mandates that each city and county have a General Plan that addresses specific topics, Government Code §65301(a) allows a city to organize the elements in any manner chosen, as long as all topics are covered.

All elements, whether mandated or optional, have equal legal status. The General Plan must be internally consistent, with no one element or section having precedence over another.

In addition to addressing the mandatory planning topics, the General Plan must be:

Long-Range

The General Plan is intended to be long-range to avoid incremental planning decisions which may eventually conflict with each other. This General Plan considers issues which may impact the community throughout the next two decades.

Comprehensive

The plan must coordinate all major components of the community's development, covering the entire incorporated area of the city, as well as any other land which bears relation to the city's planning. In addition, the plan must address the full range of issues associated with the city's physical development.

General

Because it is long-range and comprehensive, the plan must be general in nature. The plan's purpose is to serve as a broad framework for detailed public and private development proposals.

Internally Consistent

All parts of the plan (text, diagrams, and figures in all elements) must be fully integrated and not conflict with each other.

USE OF THE GENERAL PLAN

The City of Orland General Plan is intended to serve as a tool to assist decision makers in formulating and implementing community guidelines and programs. The Land Use Diagram (a drawing that shows the physical arrangement of community land uses) is supported by goals, policies, and programs designed to achieve a variety of results within the community. The Plan has four main purposes:

1. To enable the City Council and Planning Commission to reach agreement on long-range development policies.
2. To provide a basis for judging whether specific private development proposals and public projects are in harmony with City policies.
3. To allow other public agencies and private developers to design projects that are consistent with City policies, or to seek changes in those policies through the process of amending the General Plan.
4. To provide for agreement among different agencies for development in unincorporated portions of the Planning Area.

VERTICAL CONSISTENCY

The General Plan provides the basis for all of the City's regulations, policies, and programs that relate to issues addressed in the plan. In addition to requiring that the plan be internally consistent, the State requires what may be called vertical consistency: "An action, program, or project is consistent with the

General Plan if, considering all its aspects, it will further the objectives and policies of the General Plan and not obstruct their attainment.” This rule clarifies that consistency does not require all subsequent City actions to be specifically anticipated by the General Plan. Because the Plan is both broad and long-range, there are many circumstances where future City action will be addressed only briefly in the Plan.

GENERAL PLAN SPECIAL STUDIES

The General Plan contains certain policies and programs which describe the need for further studies and plans. The preparation of these studies and plans is necessary to fully implement the General Plan and the community’s vision of the City of Orland over the next twenty years.

The General Plan by definition is a comprehensive and long range guide to the City’s physical, economic, and social development. It is expected that the actions set forth within the General Plan may be undertaken by the City at any time in the next twenty years. Therefore, it is impossible to establish a schedule or timeline for the preparation of these studies and plans. The City will undertake each action as it deems necessary, and provided both staff and financial resources exist to complete each action.

Economic development is a guiding principle throughout the Orland General Plan. It is the City’s intent that development and growth continue unimpeded within the Planning Area while various studies and plans are prepared. Unless health and safety issues arise, development consistent with the objectives, policies, and intent of the General Plan is encouraged.

CONSISTENCY BETWEEN THE GENERAL PLAN AND THE ZONING CODE

The zoning ordinance is an important tool for implementing the General Plan. Requirements for consistency between the General Plan and zoning can be broken down into three aspects:

Uses and Standards

The General Plan’s land use classifications are not as specific as zoning ordinance classifications. For example, the General Plan has five different categories for residential use, while the zoning ordinance is likely to have more. Multiple zoning districts may be consistent with a single General Plan classification, as long as the densities and unit types allowed in each zoning district are also permitted in the relevant General Plan category.

Spatial Correlation

The Zoning Map should reflect the general pattern of land use depicted on the Plan Diagram. However, the two need not be identical. Boundaries of land uses classifications depicted on the Land Use Diagram are generalized; zoning boundaries may be more precise and parcel specific.

Timing

State law allows a “reasonable time” for reconciling any inconsistencies between the Zoning Ordinance and the General Plan.

I.3 CITY OF ORLAND GENERAL PLAN OVERVIEW

This General Plan is presented under six sections or elements which, in combination, address the required General Plan topics. The individual elements are discussed below.

Each of the General Plan elements contains: a brief discussion of the legal requirements; goals, policies, and implementation programs to address required topics; and, narrative text as necessary to provide understanding of the issues addressed. The following terms apply within this General Plan:

Goal

An achievement toward which effort is directed. Goal statements are an ideal resolution of the issue under consideration.

Policy

A specific statement in the form of text or diagram that provides a basis for making specific decisions in accordance with the General Plan.

Implementation Program

An action or procedure to carry out a General Plan policy. Implementation programs are specific actions which are readily quantifiable.

GENERAL PLAN ELEMENTS

While the topics which must be addressed within the General Plan are clearly specified, the organization of discussions is determined by each jurisdiction based upon the particular local conditions and issues of significance.

Following are descriptions of the elements of the Orland General Plan and discussions of the topics which are addressed within each element. In total, these elements address the most significant issues facing the City of Orland and satisfy the legal requirements of the General Plan as defined by State law.

I. INTRODUCTION

This introduction provides a brief overview of the City of Orland and its physical setting.

The requirements and structure of General Plans are reviewed and a description of the format of this General Plan is provided.

1. LAND USE

The Land Use element provides guidance for the physical form of the community. A land use diagram identifies the existing and proposed land uses within the City. The land use diagram is supported by descriptions of allowed uses and development densities for each land use designation. Additionally, the land use diagram identifies those areas where the City of Orland anticipates growth in the future, with the intent of avoiding incompatible land use changes by neighboring agencies and jurisdictions.

2. CIRCULATION

The Circulation element provides a framework to guide transportation planning throughout the City of Orland and its planning area. Within the Orland General Plan, the Circulation element is coordinated and consistent with portions of the Land Use, Public Service and Facilities, and Safety elements which address topics directly related to circulation and transportation. Discussion topics include roadway networks, road improvement standards guidelines, road maintenance, pedestrian and bicycle circulation, railroad, and public transit.

3. SAFETY AND SEISMIC SAFETY

The Safety and Seismic Safety element provides guidance to reduce the potential risk of death, injuries, property damage, and the economic and social dislocation resulting from hazards such as fire, floods, earthquakes, landslides, and other hazards.

4. OPEN SPACE AND CONSERVATION

The Open Space and Conservation element provides guidance for the conservation, development, and utilization of natural resources, including water and its hydraulic force, forests, soils, rivers and other waters, fisheries, wildlife, minerals, and other natural resources, including agricultural resources. This element also addresses the provision of parks and recreation facilities.

5. NOISE

The Noise element addresses noise-related issues within the community. Programs include protection of noise sensitive uses (primarily residential or schools) from excessive noise levels, as well as measures to protect noise generators (industrial uses) from encroachment by noise sensitive uses.

6. HOUSING (UPDATE)

Although the Housing Element of the existing City of Orland General Plan is current and does not need to be updated until 2003, changes to land use designations have resulted in modifications to the Housing Element in order to ensure consistency between the General Plan Elements. This does not constitute a revision of the Housing Element, rather an update of information such as population projections, land use controls, residential land resources, and policies.

GENERAL PLAN IMPLEMENTATION

The City of Orland must meet a broad range of challenges and obligations with limited financial resources. Many of the programs described within this General Plan address situations which have evolved over a number of years and will not easily be resolved.

Since financial limitations are the primary constraint in addressing many of the issues which face the City, it is imperative that the City seek economically feasible strategies for implementing General Plan programs. Such strategies will include seeking funding assistance through state and federal grant programs. Some issues will be more easily resolved by working in conjunction with other local agencies to achieve mutual goals.

Addressing the broad range of obligations facing the City and meeting the challenges of planning quality growth will ensure that Orland will remain a viable community and a desirable place to live.



Retail buildings on 4th Street, near Walker

- Introduction
- 1.1 Land Use Goals, Policies, and Programs
- 1.2 Land Use Plan and Designations
- 1.3 Special Planning Districts

INTRODUCTION

LEGAL BASIS AND REQUIREMENTS

Government Code Section 65302(a) requires that the General Plan include:

“A land use element which designates the proposed general distribution and general location and extent of all uses of the land including land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas

covered by the plan which are subject to flooding and shall be reviewed annually with respect to those areas.

Through diagrams and text, this Element defines the distribution, density and intensity of development of residential neighborhoods, commercial and employment districts, parks and other open spaces, and governmental and institutional uses of property in the City of Orland. This element also contains the Land Use Diagram, which provides a graphic representation of land use distribution.

OVERVIEW

During the update of the General Plan, the City has paid particular attention to the “smart growth” principles being promoted throughout the country. The term “smart growth” is touted as the approach that can resolve problems related to urban sprawl. These include loss of open space and farmland, growing traffic congestion, absence of a sense of place, poor quality housing, crowded schools and air pollution resulting from auto dependence.

While there is no single definition of “smart growth” that everyone embraces, there are certain common elements. Typically, smart growth fosters development that revitalizes central cities and suburbs, supports and enhances public transit, and preserves open spaces and agricultural lands. Smart growth creates communities that are more livable by developing efficiently within the already built environment. Smart growth advocates argue that the problems of both the cities and the suburbs can be addressed through more infill development, more concentrated development and more redevelopment, especially in areas served by transit or close to major employment centers. The basic concept is to make more efficient use of existing infrastructure and previously developed land

so that the need to accommodate growth through unfettered expansion of developed area is minimized.

The basic principles can be summarized as:

- Mix land uses such as residential and commercial, or professional office and high density residential.
- Create a range of housing opportunities and choices — these include both very-low density and well designed higher density housing developments.
- Create walkable neighborhoods — trails, open space and other amenities help encourage pedestrian traffic.
- Foster distinctive neighborhoods, each with a strong sense of place—encourage good design for *all* projects, both residential and commercial.
- Preserve open space, farmland, natural beauty, and critical environmental areas—some areas of the community are not well suited to intensive development and should be preserved or avoided.
- Strengthen and direct development towards existing neighborhoods—infill and redevelopment, make use of existing infrastructure and previously developed or disturbed property as an efficient means of providing for new development.
- Make development decisions predictable, fair and cost-effective—uncertainty in the development process can discourage developers and can significantly increase the cost of development.
- Encourage community and stakeholder cooperation in development decisions—regularly reviewing development procedures and developing guidelines publicly, will ensure that every member of the

community understands the development process.

Smart growth principles also encourage communities to meet the underlying demand for housing created by a statewide growth scenario by building to higher densities in selected areas, revitalizing depressed areas, preserving meaningful open space and protecting environmentally sensitive areas. While many families continue to favor single-family homes on individual lots, smart growth recognizes that planning for growth should include planning for a wide range of housing types to suit the needs and income levels of Orland's increasingly diverse population.

Concerns over higher densities in Orland are rooted in the inadequately designed, constructed and maintained multi-family projects in certain areas of the city. The undue concentration of some multi-family units, without adequate open space, neighborhood services or transportation alternatives, has biased the perception of all multi-family housing. The reality of more recent multi-family housing shows how multi-family housing can be sited, designed and constructed to high standards. The negative perception of multi-family housing must be overcome if Orland wants to preserve land and provide a choice of housing types to meet the needs of existing and future residents.

LAND USE SETTING

Existing Land Uses

The City limit of Orland encompasses an area of about 1,581 acres that is predominantly residential. Most of the housing consists of single-family dwellings.

Agriculture is an integral part of Orland and its economy. It is recognized that agriculture operations affect life in Orland. Noise, dust and odor are only some of the side effects of

successful agriculture. While this General Plan makes efforts to buffer new residential uses from this activity, it is inevitable that there may be some conflict. When possible, the City will protect and preserve agricultural uses.

For example, area agricultural representatives have requested that street trees that may be attractive to or otherwise habitat for any species harmful to agriculture be barred from urban use. The host and pest species identified by the initial request were the Olive (*Olea*) and the Glassy-winged Sharpshooter, respectively.

Commercial and industrial land uses in Orland have been experiencing a decline for a number of years. Retailers have experienced significant decreases in sales, forcing some stores out of business and leaving vacant storefronts in previously busy commercial areas.

Additional discussion of existing land uses may be found in **Section 2 Land Use** of the background report that preceded this General Plan.

Planning Boundaries

Various boundaries affect the jurisdictional authority of the City of Orland. Within the City Limits, the City has total land use and operational authority. Other boundaries are established to provide for the future expansion of the City. These include:

The Primary Sphere of Influence: This boundary includes lands surrounding the City where expansion is likely to occur in the near future.

The Secondary Sphere Of Influence: This boundary identifies areas where the City has an interest in future development that may occur.

The Planning Area: This boundary identifies areas where the city has interests and concerns, and encompasses some areas that could be expected to annex and some that are not expected to annex.

The City has the ability to work with Glenn County to affect changes to proposed development within the Sphere of Influence, but has no direct land use authority outside of the City Limits. Working with the Glenn County Local Agency Formation Commission (LAFCO), the City can initiate rezoning and annexation of land within the Sphere of Influence, after demonstrating the ability to provide services. The City can also amend the Sphere of Influence through application to the LAFCO.

City of Orland boundaries for these areas are depicted on **Figure 1-1—Planning Boundaries**.

Population and Demographics

As indicated below in **Table 1-1**, the population of the City of Orland experienced substantial growth in the 1990s. From 1990 to 2000, the population of the City increased by 24.3 percent, an average annual increase of 2.2 percent. By comparison, the population of Glenn County increased by just 6.7 percent during the same time period.

TABLE 1-1
POPULATION OF ORLAND
AND GLENN COUNTY

Year	Orland	Glenn County
1970	2,884	17,521
1975	3,290	19,200
1980	4,031	21,350
1985	4,580	22,750
1990	5,052	24,798
1995	5,599	26,337
2000	6,281	26,453

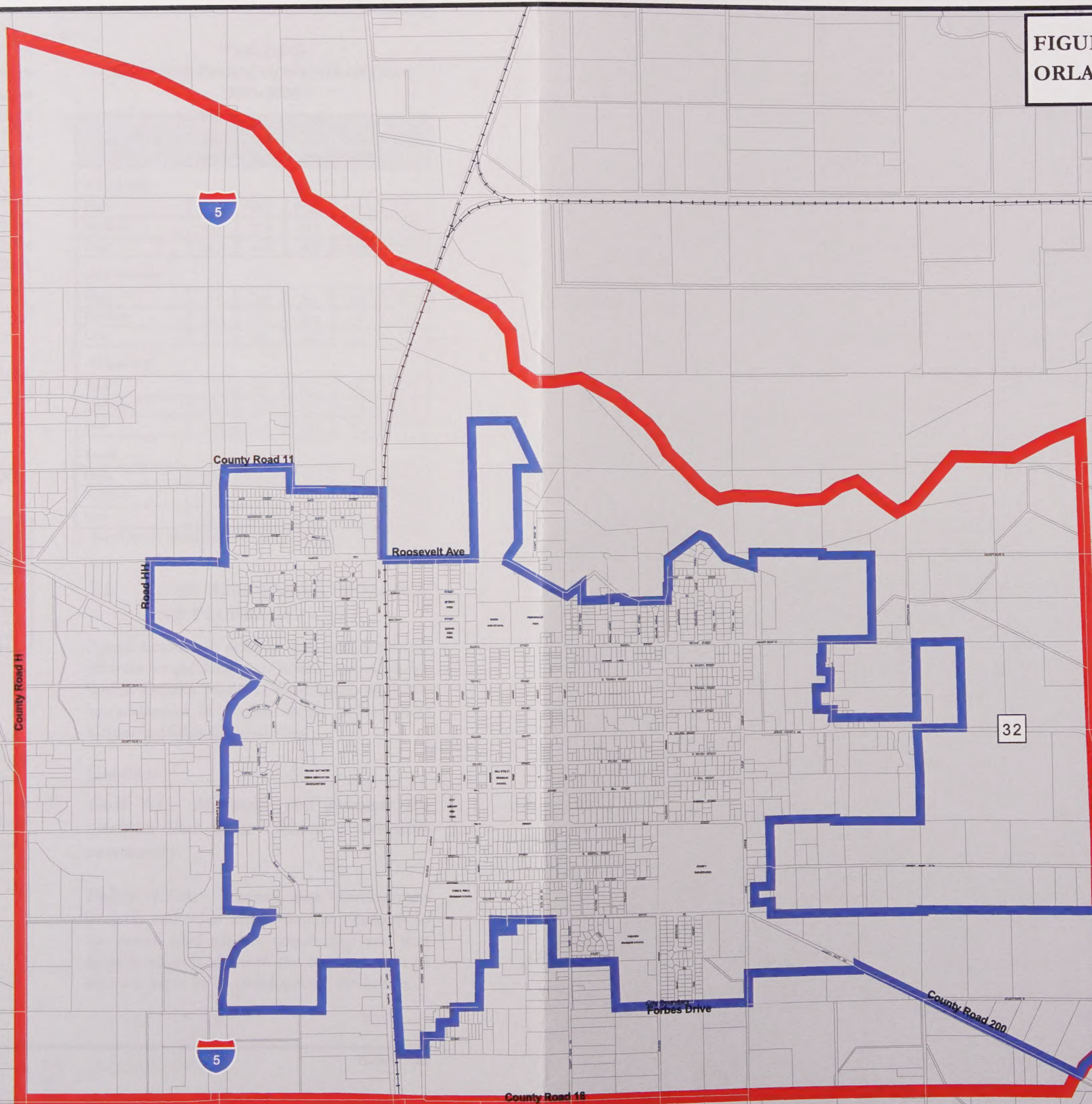
Sources: U.S. Census Bureau, California Department of Finance

FIGURE 1-1
ORLAND PLANNING BOUNDARIES

Key to Features

-  City Boundary
-  Planning Area
-  Parcels

0 1000 2000 3000 Feet



Note: City of Orland parcels created from Glenn County Assessor parcel maps dated February 1998. Orland city limits created from city map dated February 1998. Map recreated using City GIS files. GIS data projected to UTM, NAD 27, Zone 10, meters.



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Projected Population

Population projections for Orland were developed based upon historical population growth rates. Three growth rates were used to develop the population estimates. The "High" growth rate is a 2.6 percent average annual growth rate, which was the growth rate of the City's population from 1970 to 2000. The "Medium" rate is a 2.2 percent average annual growth rate, which was the growth rate of the City's population from 1990 to 2000, the most recent years. The "Low" growth rate is a 1.8 percent average annual growth rate.

Using the 2000 City population as a base, population projections were developed and are presented in **Table 1-2** below.

TABLE 1-2
POPULATION PROJECTIONS FOR ORLAND
2010-2020

Growth Rate	Orland Population Projections		
	2010	2015	2020
High (2.6 percent)	8,119	9,231	10,495
Medium (2.2 percent)	7,808	8,705	9,706
Low (1.8 percent)	7,508	8,208	8,974

Source: Pacific Municipal Consultants (PMC)

Projected Land Use Demands

Based on the population growth rate, and assuming that the existing land use patterns will remain relatively constant over the time period encompassed by this General Plan, it is possible to estimate the amount of land needed to accommodate the population growth. **Table 1-3**, illustrates the amount of land needed by the City to provide for the high estimate of population growth.

TABLE 1-3
LAND USE PROJECTIONS FOR ORLAND
2001-2020

Land Use	Land Required (acres)				
	2001-2005	2006-2010	2011-2015	2016-2020	Total
<i>All Residential</i>					
High	53.7	98.2	111.7	127.5	391.1
Medium	40.4	81.0	90.5	100.9	312.8
Low	26.8	64.5	70.5	76.9	238.7
<i>All Commercial</i>					
High	2.4	2.8	3.1	3.6	11.9
Medium	2.0	2.3	2.5	2.8	9.6
Low	1.7	1.8	2.0	2.2	7.7
<i>All Industrial</i>					
High	2.5	2.9	3.3	3.6	12.3
Medium	2.2	2.3	2.7	2.8	10.0
Low	1.8	1.9	2.0	2.2	7.9
Total					
High	58.6	103.9	118.1	134.7	415.3
Medium	44.6	85.6	95.7	106.5	332.4
Low	30.3	68.2	74.5	81.3	254.3

Source: Pacific Municipal Consultants (PMC)

1.1 LAND USE GOALS, POLICIES, AND PROGRAMS

Listed below are policies and programs that address major land use issues and concerns within Orland. Many of these issues may also be addressed in further detail within other elements of this General Plan.

GENERAL

Goal 1.1: *Maintain and promote the qualities that make Orland a desirable community.*

Policy 1.1.A: Ensure that development projects and other improvements conform to an overall plan for the community and that consideration is given to the configuration of adjacent areas to be developed in the future.

Program 1.1.A.1: Prepare revisions to the comprehensive City Code which organizes and updates existing resolutions and ordinances of the City to ensure consistency with the adopted General Plan.

Program 1.1.A.2: Upon completion of a revision to the comprehensive City Code, the Planning Commission shall conduct a review of planning and development codes to identify sections that require clarification or additional detail, including but not limited to:

- Revising zoning classifications for consistency with the General Plan
- Provisions for in-home businesses
- Allowed uses in each zoning category
- Regulations for advertising signs
- Maximum structure heights
- Resolution of previous Residential Trailer designations

Program 1.1.A.3: Upon completion of Zoning Ordinance revisions, revise zoning designations of specific parcels as necessary to achieve consistency between the General Plan and zoning designations within the City.

Program 1.1.A.4: Prepare and adopt permanent Design Guidelines for the review of residential, commercial and industrial development projects.

Program 1.1.A.5: Prepare and adopt a Design Review process.

Program 1.1.A.6: Develop a comprehensive annexation program for annexation of lands outside the present City limits to allow for coordinated, long-term planning and to reduce approval of incompatible uses on unincorporated land adjacent to the City.

Policy 1.1.B: Encourage the preservation and restoration of significant historic structures.

Program 1.1.B.1: Develop and enact programs for rehabilitation and repair of existing sound residential, commercial and industrial buildings.

Program 1.1.B.2: Develop a more active program to remove blight and seriously sub-standard buildings, including methods for more effective enforcement of City Ordinances.

Policy 1.1.C: Endeavor to develop a positive, functional working relationship with government and other significant entities.

Program 1.1.C.1: Work for near- and long-term solutions to impediments to development posed by the current Orland Unit Water Users Association irrigation canal system. At completion of pending technical studies, pursue the best of the feasible long-term solution alternatives.

Program 1.1.C.2: Develop a list of approved street trees for non-agricultural uses within the City.

RESIDENTIAL

Goal 1.2: Create and maintain neighborhoods that reflect the high quality of life in Orland.

Policy 1.2.A: Develop tools and controls that enable the City to guide residential growth, improvements and development.

Program 1.2.A.1: Following the adoption of the General Plan, the City shall develop and adopt subdivision design guidelines.

Program 1.2.A.2: Following the adoption of the General Plan, the City shall develop and adopt standards for the construction of multi-family housing.

Program 1.2.A.3: The City may amend its zoning ordinance to support a minimum square footage per unit, and multiple units per parcel size.

Program 1.2.A.4: The City may restrict or prohibit residential development next to industrially or agriculturally designated or developed land to avoid conflict. The City may also increase setbacks to avoid conflict as a function of the development approval process.

Program 1.2.A.5: The City may allow Planned Development Zone Districts to modify standard development requirements consistent with the General Plan. Modifications to the Standard Zone District should occur only when current and future community benefit has been determined, and the long-term impacts of the modification analyzed.

COMMERCIAL

Goal 1.3: Promote the expansion and retention of existing commercial establishments and encourage new commercial development in the City.

Policy 1.3.A: The City shall promote addition, renewal and retention of business within the City, in a manner that contributes to the high quality of life in Orland.

Program 1.3.A.1: The City shall prepare and adopt design criteria for non-residential structures. The criteria should:

- Have clearly stated design goals & themes
- Be objectively measurable
- Provide a series of design options for the project designer(s)
- Incorporate incentives for good design
- Not unnecessarily delay the review process for projects

- Apply to both new development and exterior remodel

Program 1.3.A.2: When reviewing requests for commercial uses in residential neighborhoods, the City shall ensure that the integrity of the neighborhood is not compromised.

Policy 1.3.B: The City shall encourage businesses that bolster and fortify the downtown.

Policy 1.3.C: The City shall develop separate standards for each commercial area, including special planning areas, business parks, downtown, or other employment centers. The commercial areas may provide for a mix of residential and commercial uses as appropriate and as approved through master planning by the City.

INDUSTRIAL

Goal 1.4: Promote economic growth in the City of Orland through attraction and retention of industry in order to best afford employment opportunity and the maximum availability of goods and services within the community.

Policy 1.4.A: Endeavor to provide suitable sites for development of industrial uses within the City.

Policy 1.4.B: Avoid development which results in land use incompatibility. Specifically, avoid locating objectionable land uses within residential neighborhoods and protect areas designated for existing and future industrial uses from encroachment by sensitive (residential) uses.

Policy 1.4.B.1: The City shall periodically review the industrial and commercial land use

designations to ensure that there is an adequate mix of parcel sizes, zoning and infrastructure to accommodate new development.

Policy 1.4.B.2: The City shall incorporate design buffers between potentially incompatible land uses and may restrict new land uses from compromising existing businesses from operations.

GENERAL PLAN BUILD OUT ESTIMATE

The General Plan establishes general uses and densities of land within the City. From the General Plan diagram, and the undeveloped acreages as presented in **Table 1-4**, it is possible to estimate the maximum number of new homes and population that could result from the General Plan.

The following **Table 1-4** *Maximum Residential Growth Under General Plan* shows the total net acreage of undeveloped land for both single-family and multi-family, the number of dwelling units possible in each undeveloped residential designation, the total dwelling units, and population estimates. The population estimates are based on an assumption of 3.0 persons per single-family unit, and 2.5 persons per medium density multi-family unit and 2.0 persons per high density multi-family unit. If Orland's residential land were built to its potential, with the density of each dwelling unit matching the persons per household as stated above, the total population could reach over 21,000 with over 15,000 of these people occupying single-family residences. Community design requirements, site-specific constraints and market factors often reduce the potential buildout well below the theoretical calculations.

Table 1-5 *Maximum Non-Residential Growth Under General Plan in Acres*, shows the potential

buildout for non-residential uses such as commercial, office, business park, industrial, utility energy, and commercial recreation. The table identifies existing acreages, net undeveloped acreages, and a total of existing acres at buildout. Based on the above assumptions, there would be a total of 368 acres of non-residential land in the Plan area at total buildout, with the majority of the land having a light industrial land use designation. Over 180 acres would be newly developed in this scenario.

1.2 LAND USE DIAGRAM AND DESIGNATIONS

LAND USE DIAGRAM

The Land Use Diagram, **Figure 1-2**, depicts the allocation of land in and around the City for various land uses. The diagram is intended to: 1) graphically define the land areas allocated for each land use designation; 2) present the land use plan for Orland in a form that can be understood by the general public as well as by people who wish to develop land; and 3) show the relationships of land use patterns in the City.

LAND USE DESIGNATIONS

Land use designations, intensity standards, and the General Plan holding capacity are described below. The General Plan Land Use Diagram depicts the distribution, location, and extent of the City's land uses.

Existing land uses have greatly influenced the distribution of uses within the Land Use Diagram. The goals and policies established within other General Plan elements have also guided the assignment of future land uses. A range of interests and physical conditions has been considered and the Land Use Diagram and land use designations present a workable plan for achieving the City's goals.

TABLE 1-4
MAXIMUM RESIDENTIAL GROWTH UNDER THE GENERAL PLAN

General Plan Designation	Developed Residential Land Within City Limits	Population	Vacant Within City Limits	Outside City Limits, Within Plan Area	Total Developable	Units per Acre	Additional Units	Population Per Unit	Additional Population	Total Units	Total Population
Residential, Low Density (R-L)	646	4,039	225	648	873	4.5	3,929	3.0	11,787	7,968	15,826
Residential, Medium Density (R-M)	16	99	-	43	43	8.0	344	2.5	860	443	959
Residential, High Density (R-H)	48	298	14	-	14	12.0	168	2.0	336	466	634
Residential Estates (R-E)	269	1,679	76	410	486	1.5	729	3.0	2,187	2,408	3,866
Residential Estates, 5-acre minimum (RE-5)	27	166	49	-	49	0.2	10	3.0	30	176	196
Totals	1,005	6,281	363	1,101	1,465	--	--	--	15,200	11,461	21,481

Note: Does not provide for possible mixed uses

TABLE 1-5
MAXIMUM NON-RESIDENTIAL GROWTH UNDER THE GENERAL PLAN

General Plan Designation	Developed Land in City Limits	Vacant Within City	Between City Limits and Plan Area	Total Developable	FAR	Additional Acres	Additional Square Footage
Commercial (C)	181	45	63	108	0.6	65.1	2,834,711
Heavy Industrial (I-H)	36	11	44	55	0.7	38.4	1,674,011
Light Industrial/Commercial (I-L/C)	147	41	163	205	0.4	81.9	3,567,738
Totals	364	97	270	368	--	185.41	8,076,460

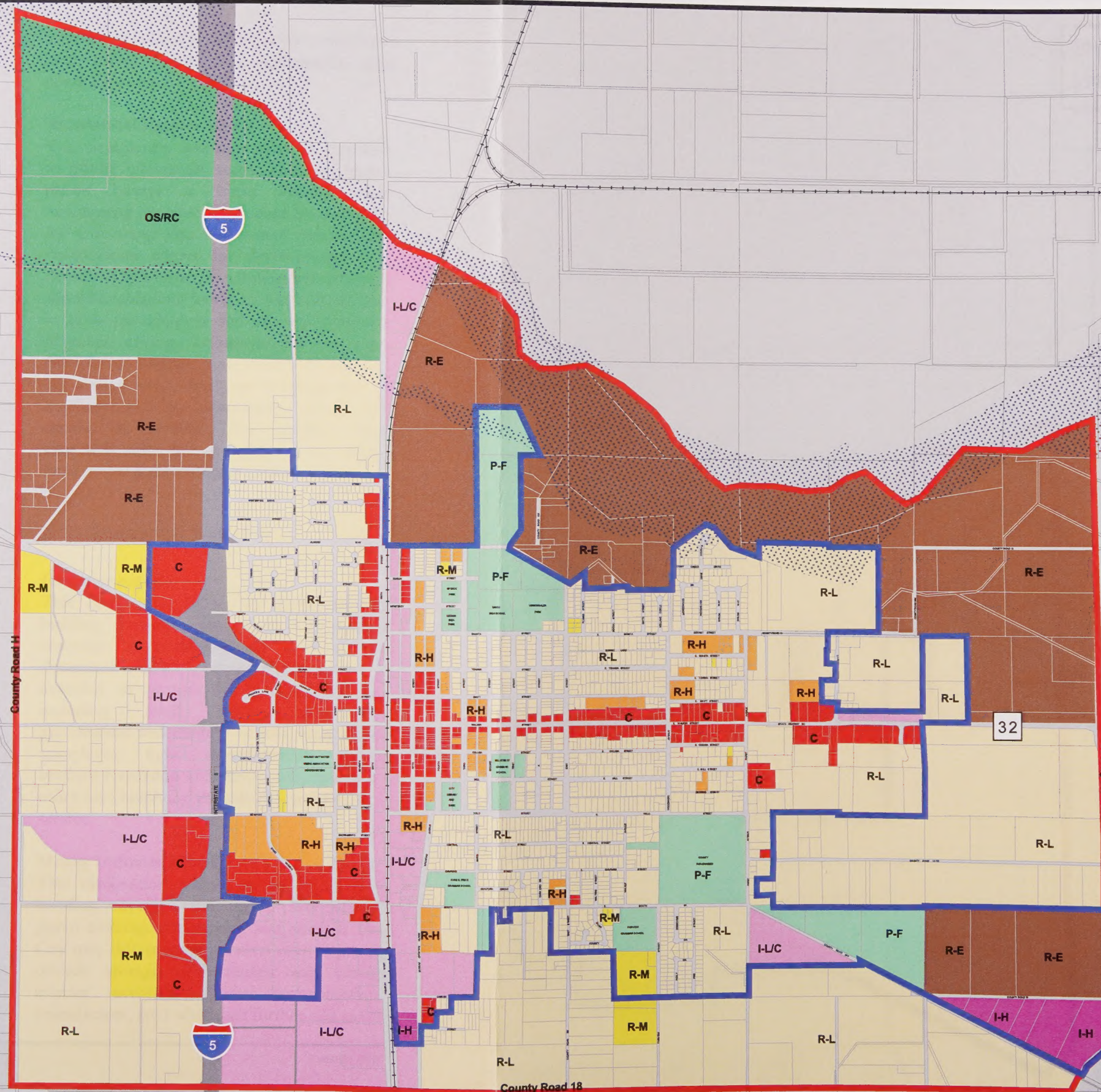
Note: FAR figures assume single-story buildings

City of Orland General Plan Map

-  City Boundary
-  Planning Area
-  R-L - Low Density Residential
-  R-M - Medium Density Residential
-  R-H - High Density Residential
-  R-E - Residential Estates
-  C - Commercial
-  P-F - Public Facility
-  I-H - Heavy Industrial
-  I-L/C - Light Industrial/Commercial
-  OS/RC - Open Space/Resource Conservation
-  100-Year Floodplain Overlay

0 0.25 0.5 0.75 Miles

FIGURE 1-2
LAND USE DIAGRAM



Note: City of Orland parcels created from Glenn County Assessor parcel maps dated February 1998. Orland city limits created from city map dated February 1998. Map recreated using City GIS files. GIS data projected to UTM, Nad 27, Zone 10, Meters.

TMG

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RESIDENTIAL

Residential uses can vary widely in development intensity. Characteristics of intensity are: the number of dwelling units per acre; the number of people per dwelling unit; and, dwelling height and dwelling coverage per acre. These factors and others combine to create distinct living environments.

Low Density Residential (R-L)

This classification allows for development at a density of not more than 6 dwelling units per acre. Population per acre is not expected to average more than 18 in this land use designation. Maximum coverage for all buildings in this designation should not exceed 40 percent. Typical development in this designation includes single-family attached and detached homes, accessory structures and occasionally churches, schools, parks and other governmental or quasi-governmental uses.

Medium Density Residential (R-M)

This residential classification allows for development at a density of approximately 10 units per acre. Population per acre is not expected to average more than 25 in this land use designation. Maximum coverage for all buildings in this designation should not exceed 60 percent. This classification is intended to provide a variety of residential living environments, including single-family detached, duplex residences, and two-story triplex and four-plex dwellings.

High Density Residential (R-H)

This classification allows for development densities of 15 dwelling units per acre. Population per acre is not expected to average more than 30 in this land use designation. Maximum coverage for all buildings in this designation should not exceed 70 percent. This designation allows flexibility in housing types including single-family detached, zero-

lot line single-family, duplex, triplex, and four-plex units, townhouses, apartments, and condominiums.

Residential Estates (R-E)

This designation was developed in response to public interest in accommodating higher priced homes at lower density while maintaining densities that could be served by the City water and wastewater system. This classification allows for development at a density of not more than 2 units per acre, and should average not less than one unit per acre to allow the adequate and efficient provision of public services. Population per acre is not expected to average more than 6 in this land use designation. Maximum coverage for all buildings in this designation should not exceed 30 percent. The dwelling types expected under this classification are single-family detached houses on individual lots.

NON-RESIDENTIAL LAND USES

Commercial (C)

This designation allows up to 60 percent building coverage, and up to 100 percent coverage by parking/paved areas in the downtown area. This classification is intended to provide for a range of uses including retail stores, restaurants, professional and medical offices, large office complexes, light manufacturing plants, outdoor recreation facilities, hotels, and many other uses involving the sale of a product or a service.

Heavy Industrial (I-H)

This designation allows up to 70 percent building coverage and up to 100 percent paved coverage for parking and storage. The City may differentiate between uses requiring outside storage of materials and wholly interior activities (power consumption, manufacture, etc.) which are further addressed

in the zoning ordinance. Typical uses would include warehousing, technical support offices, fabrication, combustion turbine technology power plants (natural gas power plants), and assembly uses. Other uses would be appropriate pending discretionary review, and application of performance standards to determine compatibility with existing industrial uses.

Uses that characterize an industrial designation shall require consideration of environmental and land use compatibility criteria to optimize their location. Industrial uses should be located to provide for proper truck and/or rail access, and should be buffered from incompatible uses.

Light Industrial/Commercial (I-L/C)

This designation allows up to 60 percent building coverage, and up to 100 percent coverage by parking/paved areas in the downtown area.

The Light Industrial/Commercial designation allows for uses such as processing, packaging, machinery, repair, fabricating, distribution, warehousing and storage, research and development, and similar uses which omit limited amounts of smoke, noise, light, or pollutants. More specific examples of uses would be trailer sales/manufacture, paint shops, and tractor sales equipment yards.

These uses can be combined in self-sufficient business parks designed minimize the need to travel outside of the City for essential services. This approach is also designed to help reduce regional commute traffic by providing employment opportunity for residents of Orland within the City Limits.

Public Facility (PF)

This designation allows up to 40 percent building coverage and up to 100 percent paved coverage with pavement, and up to 1

dwelling unit per parcel for a site manager or caretaker, as approved by the City. This designation includes properties owned by the City and other public agencies such as libraries, fire stations, public transportation corridors, and schools, as well as privately owned transportation and utility corridors.

A variety of public and private uses are allowed within this General Plan category. However, construction of private residences or private commercial uses, and the subdivision of land are not allowed.

Open Space / Resource Conservation (OS/RC)

The intent of the OS/RC designation is to assure Orland residents a healthy amount of public open space, to preserve and enhance the natural environment that contributes to the quality of life in and around Orland, and to make certain that growth does not adversely affect natural resources.

The area designated by this General Plan as OS/RC is the northeast corner of the planning area. The area is currently the location of a gravel extraction operation subject to the Surface Mining and Reclamation Act of 1975 (SMARA), with a second extraction operation pending, to be located east of the interstate. Well-planned reclamation at these locations would generate a number of public benefits, including establishing unfettered public access to Stony and Hambright Creeks.

The OS/RC designation allows up to 10 percent coverage by buildings and up to 25 percent coverage with paving, and up to 1 dwelling unit per parcel for a site manager or caretaker, as approved by the City.

GENERAL PLAN/ZONING RELATIONSHIP

In addition to maintaining consistency within the General Plan, the General Plan and zoning designations must also be consistent and compatible. The General Plan land use designations and related zoning classifications are identified below in **Table 1-6**, General Plan/Zoning Compatibility.

TABLE 1-6
GENERAL PLAN/ZONING COMPATIBILITY

GENERAL PLAN DESIGNATION	COMPATIBLE ZONING
Low Density Residential	R-1
Medium Density Residential	R-2
High Density Residential	R-3
Residential Estates	R-E
Commercial	C-1, C-2, C-H
Light Industrial/Commercial	M-L
Heavy Industrial	M-H
Open Space / Resource Conservation	OS
Public Facility	PF

1.3 SPECIAL PLANNING DISTRICTS

Special Planning Districts have been defined within this General Plan to document the major planning issues of areas which may be developed during the term of this General Plan. Additionally, the general character and anticipated uses envisioned by the City are described for each Special District. The seven Special Planning Districts are graphically depicted on **Figure 1-3** Special Planning Districts.

The Special Planning Districts are overlay designations which portray uses the City would encourage. For purposes of development, the base General Plan designation as depicted on Figure 1.2 and the

parcel specific zoning designation describe the appropriate uses.

1. DOWNTOWN DISTRICT

SETTING

The Downtown District literally forms the downtown - and the core of the community - and includes a substantial portion of the commercial businesses within Orland. Additionally, there are a number of historically significant structures.



Pedestrian and shopper-friendly - downtown Orland.

Due to a variety of conditions, commercial uses in the downtown area have been in a state of decline for more than 10 years. Currently, numerous buildings in the district are not occupied by active businesses.

The 1996 *City of Orland Downtown Business Development and Recruitment Plan* identifies 38,745 square feet in the Historic Downtown District (please see Figure 1) as vacant, totaling 24% of the area's total available commercial square footage. There is also a significant amount of vacancy in the Sixth Street District, which could be thematically fused with the Historic Downtown in terms of future design guide-

FIGURE 1-3
SPECIAL PLANNING DISTRICTS

Key to Features

- Special Planning Districts
- City Boundary
- Planning Area

0 0.1 0.2 0.3 0.4 0.5 Miles

Westside Freeway
Special Plan Area

Sixth Street
District

Walker Street
District

Downtown
District

Southwest Orland Special Plan Area

Note: City of Orland parcels created from Glenn County Assessor parcel maps dated February 1998. Orland city limits created from city map dated February 1998. Map recreated using City GIS files. GIS data projected to UTM NAD 27, Zone 10, Meters.

PMG
1:20,000

The 1990 study is predicated on the Land Use Element of the Glenn County General Plan which designates approximately 10 acres of the southeast corner of the Study Area as RM (Medium Residential). The study also assumes that this portion will be developed to light industrial uses, as prescribed in the County General Plan. However, proximity to the freeway and related opportunities may be cause to revisit the existing zoning and land use designations.

CONSTRAINTS

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management
- Costs associated with finalization of a plan, development of and definition of the new, specific planning area
- Funding of identified improvements

SOUTHWEST ORLAND SPECIAL PLAN AREA – VISION

An early prompt to consider this area was related to its favorable location and visibility, and how those factors may lend to development.

The City envisions this area developed in light industrial and heavy commercial uses. This development is intended to both provide jobs and revenue to Orland and to buffer existing and future residential uses from the noise and dust related impacts of existing and future industrial uses and railroad activity.

3. WALKER STREET DISTRICT

SETTING

There are currently a group of opportunities regarding how the City of Orland may best capitalize on Highway 32. Recent community surveys (along with surveys dating back to

1996) identify that there is a fairly common desire to improve the corridor, in terms of aesthetics as well as commercial value.



Highway 32 - view westward into town, near Papst Avenue

The General Plan Update process represents a good opportunity to begin to plan for Highway 32 as a specific benefit zone for the City. What may be addressed at this point are definitions of the differing districts that compose the entire corridor, and how each requires a slightly different plan to reap maximum benefit to both the businesses and citizens of Orland. To date, Caltrans and the County of Glenn have established a desire to cooperate in moving forward to mutually beneficial planning scenarios. At this point, the City should examine where this process sits in terms of priority, and should establish a timeline for appropriate action as soon as is feasible.

CONSTRAINTS

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management
- Costs associated with finalization of a corridor plan, development of and definition of the new, specific planning district(s)

- Funding of identified improvements
- Coordination and balance of Caltrans and City of Orland traffic management goals

WALKER STREET DISTRICT – VISION

The City envisions (re)development of this corridor to maximize interest and commerce to both passers-by and potential businesses. Architectural consistency and other improvements to increase the pedestrian presence would be designed to present the east entry into Orland in a most attractive light.

4. WESTSIDE FREEWAY SPECIAL PLAN



AREA

Interstate 5 passing through Orland – view to the north from the South Street overpass

SETTING

Within the Planning Area, commercially designated areas adjacent to Interstate 5 (I-5) are underutilized. Even where infrastructure has been extended (i.e., cul-de-sacs with curb and gutter) for site improvements, individual parcels have not been developed.

With this issue in mind, as well as other long-term planning concerns, Glenn County and

the City of Orland are working in concert toward the preparation of a Freeway Area Specific Plan meant “to guide the development, land uses and supportive services for outlying portions of the community to the north and west of city limits” (*Administrative Draft Freeway Area Specific Plan*, Quad Knopf, Inc., November 2000-currently on a “hold” status). One of the primary goals of the pending effort is to take advantage of the economic opportunity associated with the approximately 16,000 to 21,000 vehicles passing by Orland every day.

Additional goals include appropriately planning the land use surrounding the Highway 32 and South Street interchanges, providing for manageable, phased development, and possible future annexation of land identified in the Plan. The Plan mainly focuses on properties west of I-5 (additional planning areas under study are to the north), which is identified as the Western Plan Area. This area is outside the City limits, partially located within the City’s existing Planning Area, completely within the LAFCO-designated Secondary Sphere of Influence, within the Draft Planning Area, and totally within the county-adopted Urban Limit Line.

CONSTRAINTS

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management.
- Costs associated with finalization of the Freeway Area Specific Plan, development of rezoning, and definition of the new, specific planning district.

WESTSIDE FREEWAY SPECIAL PLAN AREA – VISION

There has been preliminary study of this area, mainly as a means to attract and locate new businesses and jobs in Orland. If planned, the Westside Freeway Special Plan Area could yield a mix of uses that do not currently exist in Orland, many of which would focus on opportunities associated with I-5 (Highway Commercial).

5. SIXTH STREET DISTRICT

SETTING

Sixth Street, or County Road 99, is the north-south arterial in Orland and provides access to commercial and industrial land uses, as well



Sixth Street District

as some residential uses. The Sixth Street District is mostly north-south oriented, with the middle portion of its eastern edge abutting the Downtown District and its southern edge abutting the Southwest Orland Special Plan Area.

Like the Downtown District, commercial uses in this area have been in a state of decline over recent years due to a variety of

conditions. Numerous buildings in the district are not occupied by active businesses.

CONSTRAINTS

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management.
- Costs associated with finalization of a corridor plan, development of and definition of the new, specific planning district(s)
- Funding of improvements
- Coordination and balance of Caltrans and City of Orland traffic management goals

SIXTH STREET DISTRICT – VISION

The City envisions the Sixth Street Corridor as cooperating with the Downtown District, extending design improvements to boost pedestrian presence traffic, and safety. Ideally, businesses will occupy all structures along Sixth Street and throughout the district, creating a complimentary mix of commercial and light industrial uses to central Orland.

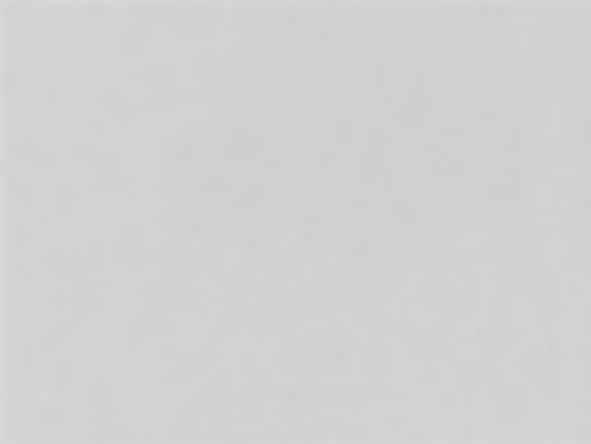


Figure 2-1. City of Glenside, Pennsylvania

Introduction

Geographic Context

INTRODUCTION

Geographic Setting and Context

The City of Glenside is located in the City of Philadelphia, Pennsylvania, and is situated along the Schuylkill River. The City is located in the City of Philadelphia, Pennsylvania, and is situated along the Schuylkill River.

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2. CIRCULATION AND TRANSPORTATION



Looking north from the South Street interchange

Introduction

2.1 Goals and Policies

INTRODUCTION

LEGAL BASIS AND REQUIREMENTS

The legal requirements of the General Plan Circulation element are defined within Government Code Section 65302(b) as follows:

“The general plan shall include a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities, all correlated with the land use element of the plan.”

The Circulation element provides a framework to guide transportation planning throughout the City of Orland and its sphere(s) of influence. Goals, objectives, policies, and programs provide direction for maintaining and improving Orland’s transportation systems. In addition, this element assesses the current circulation conditions in the area and analyzes improvements to support new development

anticipated within the Land Use element of the General Plan.

REGIONAL SETTING

The City is located in northeast Glenn County, approximately 18 miles west of Chico, and approximately 100 miles north of Sacramento. The circulation-transportation system is typical of a rural town, with the exception that the western boundary is formed by Interstate 5, and State Route 32 runs east-west through the middle of the City.

State Route 32 becomes Walker Street through Orland and is the most heavily used thoroughfare for entering and leaving Orland. Other major entrances to Orland include the South Street interchange (a 2-lane overcrossing of I-5 with ramp intersections), and the SR 32/Newville Road interchange (a 2-lane overcrossing of I-5 with ramp intersections).

LOCAL SETTING

The City Circulation system consists of a grid pattern street layout with north-south and east-west oriented facilities. The Union Pacific Railroad bisects the City just east of Sixth Street. The majority of the street system currently consists of two-lane facilities with stop sign controls at intersections.

The primary entrances to Orland are currently not pleasing to look at. A concern for the City is creating attractive “gateways” into the City in order to encourage more interest from freeway and highway motorists. A near-term solution (typically defined as 5 years) is desired for creation of these gateways.

ROADWAY NETWORK

Roadway and Classifications

The existing roadway system in the Orland area is comprised of local streets, collectors (major and minor), arterials, and freeways.

Local

Local streets provide direct access to adjacent properties and are not intended to serve through traffic. Local streets provide access to Collector streets and generally carry low traffic volumes at low speeds. Right-of-Way requirements for Local streets is 60 feet in width, with 40 feet of paved surface width between curbs.

Collector

Collector streets provide a linkage between Local streets and Arterial streets. Collector streets serve a variety of functions, providing access to individual properties and also allowing movement to and from Local streets. Right-of-Way requirements for Major Collector streets is 84 feet in width, with paved surface between curbs 64 feet in width. On Minor Collector streets, the right-of-way requirement is 60 feet, with a 40 foot curb to curb width. In industrial areas, a 64 foot right-of-way is required with a 44 foot curb to curb width.

Arterial

Arterial streets connect with Collector streets and some Local streets. Arterials carry the greatest traffic volumes and are primarily intended to provide mobility through the community. Right-of-Way requirements for Arterial streets is 110 feet in width, with paved surface of 68 feet in width between curbs.

ROADWAY SYSTEM

The City has two state highways within its jurisdiction and these are classified as Arterials.

- Interstate 5 is a north-south oriented 4-lane freeway bisecting the western portion of the plan area. I-5 currently carries approximately 23,500 average daily vehicles (ADT) through Orland. Within the plan area, I-5 includes interchanges at County Road 16 (South Street) and at SR 32/Newville Road.
- State Route 32 is generally a 2-lane rural highway, linking I-5 in Orland to the west to the Lassen National Forest east of the City of Chico. Between I-5 and SR 99, SR 32 is a major route for trucks and serves a significant amount of recreational traffic. SR 32 traverses the City of Orland downtown business district and is designated as Walker Street from Sixth Street to the eastern city limits.

SR 32 is the major access route to the commercial area of the City. The highway provides four travel lanes from the northbound ramp intersection at I-5 to Sixth Street. East of Sixth Street, SR 32 (Walker Street) is a 2-lane facility. SR 32 traverses a one block offset via two right angle turns at the Sixth Street intersections with Swift Street and with Walker Street. The intersection of Sixth and Walker is signalized. Caltrans has prepared a Project Study Report (PSR), which evaluated a major realignment at this intersection.

Other arterials within Orland serve to connect the city to commercial and residential areas within the City, and to agricultural areas within the County.

- Sixth Street, or County Road 99, is the north-south arterial in Orland, and provides access to commercial and industrial land uses, as well as some residential uses.

- South Street runs east-west and connects Sixth Street to I-5. South Street provides access from I-5 to commercial and residential areas in Orland, and to agricultural areas surrounding Orland.

Interstate 5, SR 32, South Street and Sixth Street comprise the City's Arterial system. The California Department of Transportation maintains all but South and Sixth Streets of the City's arterial system. Right-of-way widths and sign requirements are determined by Caltrans on Interstate 5 and SR 32. Access from arterials to adjoining properties shall be limited to 300' intervals for safety and traffic efficiency. Curbside parking should be prohibited, where feasible.

Major collector streets in Orland provide circulation between arterial streets and major activity centers. Curbside parking should be prohibited wherever feasible on major collectors. The following streets comprise the City's Major Collector System:

- South Street (*Sixth Street to Papst Avenue*)
- Road 200 (*Papst Avenue to Road N*)
- Road 18* (*Cortina Drive to Road 200*)
- Cortina Drive** (*Newport Street to Road 18*)
- Papst Ave/County Rd M (*SR 32 to County Rd 18*)
- Road HH (*Road 16 to Road 12*)
- Road N (*SR 32 to Road 200*)
- Newville Road
- Road 16 (*West of I-5*)

* *Proposed*

** *Proposed from South Street to County Road 18*

Minor collectors feed traffic from local streets to major collectors or arterials. The following streets comprise the City's Minor Collector system:

- Date Street and extension (*Olive Street to Sixth; *Sixth to Road N*)
- Bryant Street (*Papst Avenue to Road MM*)

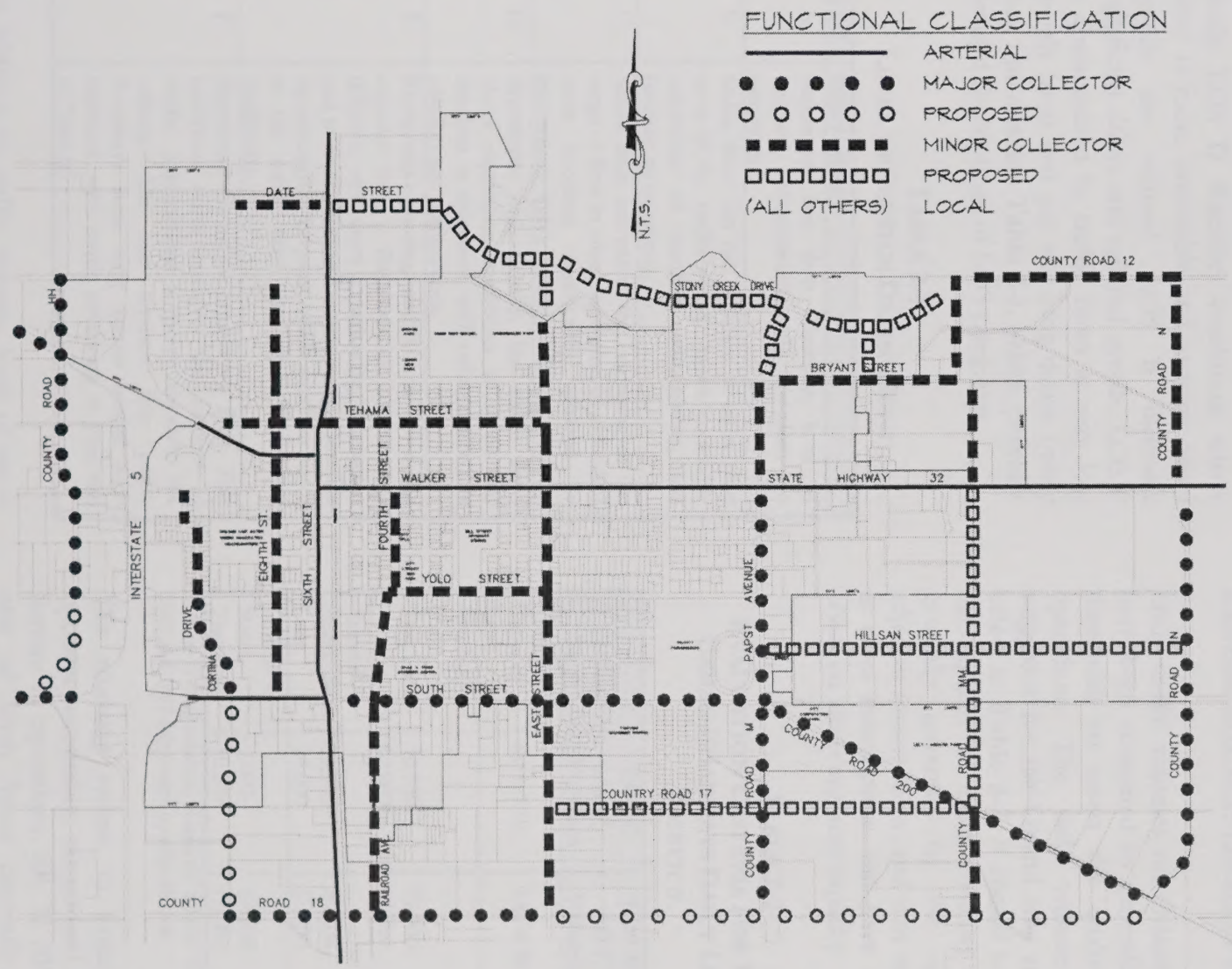
- Tehama Street (*SR 32 to East Street*)
- Road 17* (*East Street to Road MM*)
- Hillsan Street (*Papst Avenue to Road N*)
- Railroad Avenue (*Yolo Street to County Road 18*)
- Yolo Street (*Railroad Avenue to East Street*)
- Fourth Street (*Yolo Street to SR 32*)
- Cortina Dr/Porter Ln (*Newport Ave to Walker St.*)
- East Street (*Road 18 to Roosevelt; Roosevelt to Date Street**)
- Papst Avenue (*SR 32 to Date Street*)
- Road M1/2 (*Bryant Street to Date Street**)
- Road MM (*County Road 18 to Route 200; Road 200 to Date Street**)
- Road N (*SR 32 to Date Street**)
- Eighth Street (*South Street to Date Street*)

Locations and designations of City streets are shown on **Figure 2-1 Circulation Diagram**. It should be noted that many of the Arterial Collector streets in Orland have evolved from heavy use as opposed to formal development standards. Because of this, some streets may be designated Collectors, but not have all of the improvements required for new Collectors such as right-of-way width, travel way paving, and limited access. Therefore, the Goals, Objectives, Policies & Programs section of the Circulation Element addresses measures to bring these facilities into conformance with the functional classifications where feasible.

The remainder of the City streets are classified as Local, and are the most predominant way of travel for most of the City. Local streets connect single-family homes and other uses to the Arterial-Collector network.

Alleys provide rear access to parcels. Bonnie Lane and Robbins Alley should be planned for development as City streets. Exceptions may have to be considered for the street width of Robbins Alley and Bonnie Lane.

FIGURE 2-1 CIRCULATION DIAGRAM



CIRCULATION PLAN

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Transportation Engineers

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Figure 2-1

LEVEL OF SERVICE (LOS)

Level of Service (LOS) is a measure of traffic service along a road or at an intersection. LOS ratings range from A through F, with LOS A, B, and C indicating traffic can move relatively freely. LOS D describes conditions where delay is more noticeable and average travel speeds are reduced. LOS E indicates significant delays and reduced speeds. LOS F is characterized by traffic flows at very low speeds (stop and go) and long delays (more than one minute). **Table 2-1**, below, provides detailed descriptions of LOS categories.

TABLE 2-1
LEVEL OF SERVICE DEFINITIONS

LOS	Description
A	Represents free flow. Excellent level of comfort, convenience, and freedom to maneuver.
B	Stable flow, but the presence of other road users in the traffic stream causes noticeable reductions of comfort, convenience, and freedom to maneuver.
C	Stable flow, but marks the beginning of the range of flow in which operation of individual users becomes significantly affected by interactions with others in the traffic stream.
D	Represents high density, but stable flow. Users experience restriction in speed and freedom to maneuver, with reduced levels of comfort and convenience.
E	Represents operating conditions at or near the capacity level. Freedom to maneuver is difficult, with users experiencing frustration and poor comfort and convenience. Unstable operations are frequent, where small increases in the traffic flow can cause breakdown conditions.
F	Represents forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the volume that can traverse that point. Roadways store long queues behind such locations, with traffic advancing in stop and go "waves".

In addition to traffic volume, level of service may be affected by a variety of "friction" factors. These may include large amounts of on-street parking, driveways or access points

to the roadway, truck volumes, pedestrian activity and lack of left turn lanes. The presence of these factors may significantly reduce available roadway capacity, resulting in lower level of service operations.

EXISTING ROADWAY LEVELS OF SERVICE

Daily traffic volumes on Orland area roads have been compared to generalized capacity thresholds to assess the quality of traffic operations. The daily volume thresholds suggested for the Orland area are presented below in **Table 2-2**. It should be noted that the capacity of urban roadway segments is generally governed by the operation of adjacent intersections, and that auxiliary lanes at these intersections can have a significant effect on street segment capacity.

TABLE 2-2
EVALUATION CRITERIA FOR TWO-WAY
URBAN ROADWAYS DAILY LEVEL OF
SERVICE

Facility Type	LOS C ADT Volumes	LOS D ADT Volumes	LOS E ADT Volumes
Volume to Capacity Ratio	0.71-0.80	0.81-0.90	0.91-1.00
Arterial Street Two Lane	10,700-12,000	12,000-13,500	13,500-15,000
Arterial Street Four Lane	21,300-24,000	24,000-27,000	27,000-30,000
Collector Street Two Lane	9,000-10,200	10,200-11,500	11,500-12,700

Source: Transportation Research Board, Circular 212 and 1985 and 1995 Highway Capacity Manual

The roadway system in Orland currently operates acceptably, categorized by Level of Service A operations. SR 32 (Walker Street) east of Sixth Street currently experiences satisfactory LOS B operations based upon daily volume thresholds.

There are operation difficulties associated with the one block offset of SR 32 at Swift and Walker Streets, which have been the focus of a recent Project Study Report (PSR) prepared by Caltrans. The study states that large trucks have difficulty making the offset turns without encroaching into opposing traffic lanes, and that the trucks frequently mount curbs at the corners and swing out into the lanes of oncoming traffic.

Caltrans proposes a major realignment designed to bring SR 32 directly into the intersection of Sixth and Walker Streets. Satisfactory roadway and intersection operations are projected with the implementation of this improvement project.

TRUCK ROUTES

Trucks shall be routed through the City for safety and to minimize their impact on residential areas. Local deliveries are allowed on all streets, however, through truck traffic will be restricted to streets on the designated truck routes.

The following streets comprise the designated truck routes in the City. Designated routes are displayed on **Figure 2-2 Truck Routes**.

- State Route 32
- Sixth Street (County Road 99)
- South Street (I-5 to the eastern boundary of Railroad Avenue)
- Railroad Avenue (South Street to County Road 18)
- Papst Avenue (SR 32 to South Street)
- County Road 200 (Papst Avenue to County Road N)

PUBLIC TRANSPORTATION

RAIL

The City of Orland is served by the Union Pacific Railroad, which provides freight

hauling service. The line runs north-south between Sixth and Fifth Streets. Passenger rail service provided by Amtrak runs the Sacramento-Dunsmuir line; the nearest passenger stop is in Chico.

Rail-served industrial activities contribute to the City's economic base. Rail spurs serving these activities have historically represented an important asset to the City of Orland and Glenn County.

BUS SERVICE/TAXI SERVICE

Glenn Ride is a transit service provided by Glenn County which includes service to Orland. It is a fixed-route bus system with round trips from Willows to Chico and servicing the communities of Artois, Orland and Hamilton City; and Glenn Ride Connection with round trips from Willows to Grindstone Rancheria and Elk Creek. There are currently 14 bus stops in Orland.

School buses operated by and serving the Orland Unified School district number approximately 13.

Jimmy's Cab is the taxi service in the City. The company operates one vehicle within the City, and also offers special transportation services to the elderly. The fees set for these special transportation services are subsidized, and defined by a contract with the Glenn County Transportation Commission.

BICYCLE AND PEDESTRIAN FACILITIES

Currently, there are no designated bike lanes or bicycle facilities in the City. However, street widths can accommodate bicycle traffic in some areas, and bike racks are available at schools and parks.

FIGURE 2-2 TRUCK ROUTES

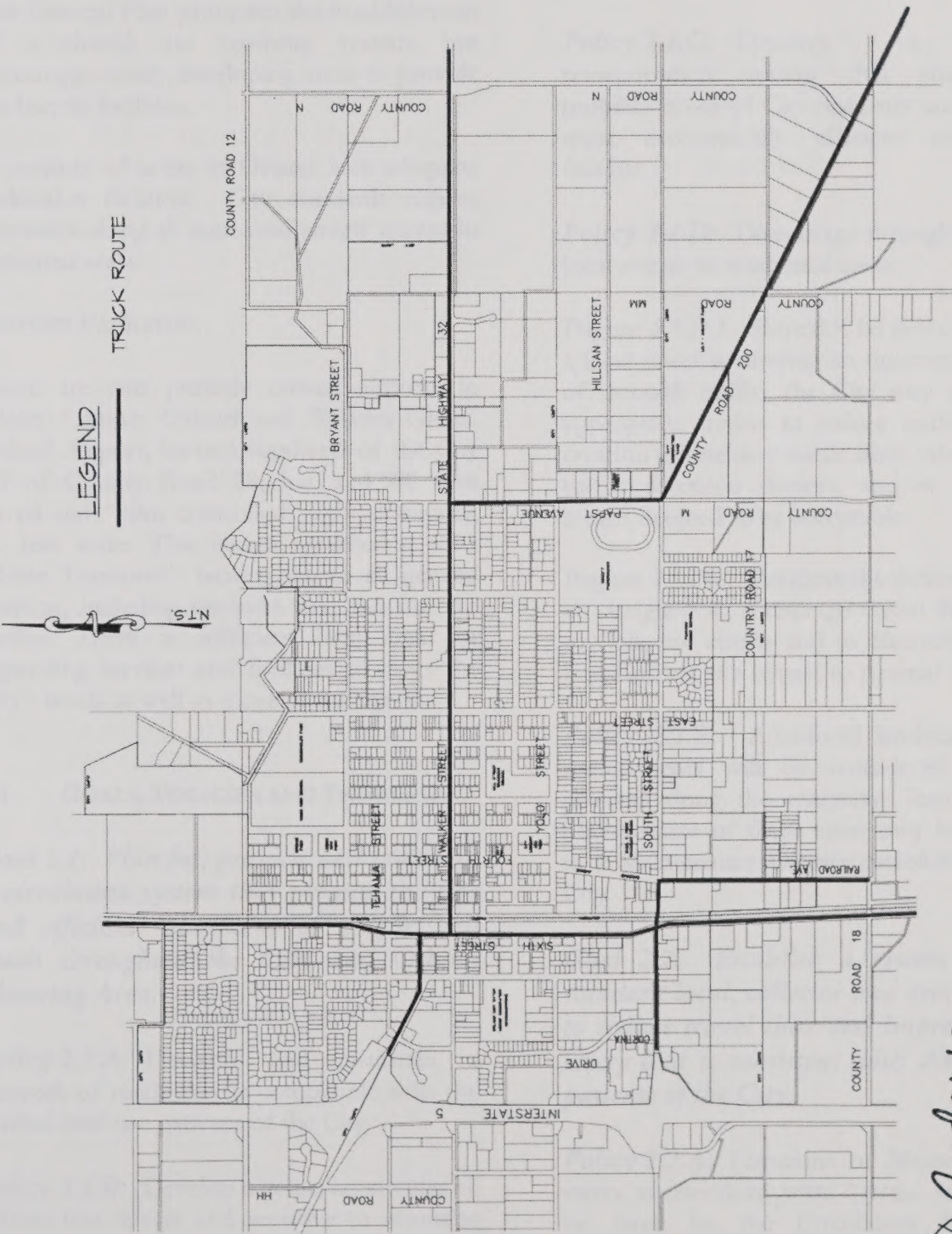


Figure 2-2

K.D. Anderson
Transportation Engineers

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Although Orland does not have a comprehensive bicycle plan, the interest in a plan will increase as the community grows.

The General Plan promotes the establishment of a shared use roadway system, but encourages newly developing areas to provide for bicycle facilities.

A number of areas in Orland lack adequate pedestrian facilities. City standards require sidewalks along all improved streets except in industrial areas.

AIRPORT FACILITIES

There are two publicly owned airports in Glenn County: Orland and Willows-Glenn. Orland Airport, located southeast of the City off of County Road 28, has a 4,500 foot paved and “pilot controlled” lighted runway, 60 feet wide. This length qualifies it as a “Basic Transport” facility, where all general aviation, including business jets, can use the facility. There is sufficient land area for expanding services and facilities to meet the City’s needs as well as those of the region.

2.1 GOALS, POLICIES AND PROGRAMS

Goal 2.1: Plan for, provide and maintain a circulation system that permits the safe and efficient movement of people and goods throughout the City and Orland Planning Area.

Policy 2.1.A: Develop and maintain a network of roads that is compatible with the general land use patterns of the City.

Policy 2.1.B: Develop a vehicular circulation system that is safe and sensitive to adjoining land uses.

Program 2.1.B.1: The circulation system shall be designed to minimize excessive noise

impacts on sensitive land uses. New development shall mitigate noise impacts in accordance with the requirements of the noise element.

Policy 2.1.C: Develop a public transportation system that ensures the mobility needs of City residents are met in as most economically efficient manner as feasible.

Policy 2.1.D: Discourage through-traffic on local streets in residential areas.

Program 2.1.D.1: Should it be determined that a local street is carrying an unacceptable level of through traffic, the City may implement appropriate means to reduce traffic through creation of one-way traffic flow, installation of traffic diversion devices, and/or any other means deemed to be acceptable.

Program 2.1.D.2: Residential subdivisions shall be designed to encourage access from Local to Collector streets and to discourage use of Local streets as a bypass to Arterial streets.

Policy 2.1.E: Additional landscape design requirements will be considered for new projects along the entryways into the City. Maintenance of these areas may be included in a Maintenance District established by the City.

Goal 2.2: Establish a system of high-standard local, collector and arterial roads to reduce travel time and improve traffic safety that is consistent with the land use patterns of the City.

Policy 2.2.A: Locations of Major Collector street intersections with Arterial streets shall be fixed by the Circulation Plan map. Roadway dedications and development design shall implement the Circulation Plan. Location of Major Collector alignments in newly developing areas shall be logical and

efficient, and established early in the development process to aid in the consistent design of subdivisions. No development will be allowed to be constructed which would conflict with future planned streets or setbacks.

Program 2.2.A.1: The City will encourage property owners in newly developing areas to prepare Master Plans or Specific Plans that identify future major street alignments. The City will participate in the design of street alignments in advance of development to ensure consistent and logical design of the circulation system.

Program 2.2.A.2: The City will strive to develop a working relationship with Glenn County such that it may best coordinate future major street alignments.

Program 2.2.A.3: The City may pursue the reservation of right-of-way and define specific development standards and requirements through the preparation and adoption of Roadway Plan Lines.

Policy 2.2.B: Coordinate planning and development of the circulation system with development approvals throughout the City and Planning Area. All proposed land divisions shall be legally accessible by an improved public street.

Program 2.2.B.1: The City's functional street classification system shall include Arterial streets, Major and Minor Collector streets, and Local streets.

Program 2.2.B.2: The City shall prepare and adopt Standard Plans and Specifications for all streets and roads including the following guidelines and standards.

1. *Major Collector streets shall be built at an approximate separation of one (1) mile, typically one-half mile from adjacent arterial*

streets. Because of existing right-of-way limitations Major Collector streets may connect with Minor Collector streets employing design modifications.

2. *Minor Collector streets may be on less than one (1) mile separation and may be an extension of a Major Collector street, or may be an existing street that connects one part of the City with another.*
3. *Minor Collector streets are typically constructed in new development areas of the City and their function is to carry a higher traffic capacity than local streets and connect to Major Collectors or in some instances Arterial streets.*
4. *Arterial and Collector street standards shall be developed which provide adequate capacity for their appropriate function.*
5. *The City shall prepare and adopt access standards for Arterial and Collector streets, which generally conform to the following guidelines.*

Arterial Street Standards

- a. *Driveway access to major activity centers should be located no closer than 200 feet to the intersection of a Major Collector or Arterial street.*
- b. *The distance between commercial or Industrial driveways on Arterial streets should not be less than 300 feet.*
- c. *Existing points of ingress and egress shall be consolidated whenever possible. Driveway consolidation for new development shall be encouraged through access agreements along Arterial streets.*
- d. *Where there is no adopted design for median breaks on an Arterial street, there should be not less than 1,000 feet between median breaks (excluding left turn provisions). Median breaks should be consistent with the standards for driveways (not less than 300 feet*

- from an adjacent intersection of an Arterial street).*
- e. *Separation of Minor Collector street entry points should not be less than 500 feet apart on Arterial streets and Major Collector streets.*
- f. *Single-family residential driveways are prohibited on new arterial streets, and shall be discouraged on existing Arterial streets.*

Collector Street Standards

- a. *Driveway access to major activity centers should be located no closer than 200 feet to the adjacent intersection of a Major Collector or Arterial street.*
 - b. *The distance between commercial or industrial driveways on Collector streets should not be less than 200 feet.*
 - c. *Raised concrete medians may be provided where left turn control is needed, and painted medians may be used at two-way left turn pockets where appropriate. Where concrete medians are provided, median breaks should be spaced not less than 300 feet apart.*
6. *Residential development shall not have direct access to, and shall be oriented away (side-on or rear-on) from Arterial and Major Collector streets, and properly buffered so that the traffic carrying capacity on the street will be preserved and the residential environment protected from the potentially adverse characteristics of the street.*
7. *Where possible, Arterial, Major and Minor Collector streets shall form 4-leg, right-angle intersections; jogs, offset and skewed intersections of streets in near proximity shall be avoided.*

Policy 2.2.C: All streets, roads and easements within the City and Orland Planning Area shall be offered for dedication to the City and all improvements and right-of-ways shall be developed to City standards.

Program 2.2.C.1: Ultimate right-of-way shall be dedicated and/or developed to the appropriate width when a zone change to a greater density or intensity, division of property, or when new development or major remodeling occurs.

Policy 2.2.D: On developed streets, where the existing right-of-way does not meet the current standards, the City will adopt programs to acquire the ultimate right-of-way where practical for Arterial, Major and Minor Collector streets. Funding mechanisms may include traffic impact fees collected from all new development.

Program 2.2.D.1: The City will include the acquisition of right-of-way, and the construction or reconstruction of streets in its Capital Improvement Program. The City reserves the right to reduce the ultimate right of-way to avoid existing development for the construction of a travelway that generally meets the street classification standards, by reducing the area provided for landscaping, utilities, parking and other non-travel use.

Program 2.2.D.2: Additional right-of-way on the east side of Papst Avenue, 400 feet south of Bryant Street, and at Papst and Highway 32, will be acquired for City Standard road widths. At Papst and Yolo Streets, right-of-way will be acquired and intersection will be re-aligned to improve the north/south curve.

Policy 2.2.E: New development shall be required to mitigate traffic impacts associated with the project on the Freeways, Arterial streets, Major and Minor Collector streets, and Local streets.

Program 2.2.E.1: Traffic studies of affected streets may be required as part of the environmental assessment of proposed projects to assure citywide traffic service levels are maintained.

Traffic studies shall include level-of-service forecasts to account for individual and cumulative major land use changes in the City. Level-of-service forecasts shall be used to identify deficient roadways and update street improvement plans and priorities.

Policy 2.2.F: The City shall promote an active policy of consolidating driveways, access points and curb cuts along existing developed Arterial streets when a zone change to a greater density or intensity, division of property, or new development or a major remodeling occurs. The use of common driveways may be required as a condition for obtaining an encroachment onto a City dedicated road.

Policy 2.2.G: Locations of truck routes shall be fixed as designated on the Truck Route Map. The City shall maintain and enforce designated truck routes.

Program 2.2.G.1: The City shall periodically review the list of streets designated as truck routes, and provide public notification of any changes to the truck route system.

Policy 2.2.H: To help ensure that adequate and safe travelways can be developed through existing developed areas of the City, right-of-way standards for each classification may be modified.

Policy 2.2.I: To insure emergency access and response, new developments in the City and Planning area will require circulation improvements that provide a second means of access for police, fire and medical vehicles. The City and County will coordinate street naming and addressing to assure prompt emergency response.

Policy 2.2.J: For commercial and industrial uses, improve access to road and rail service in a cost-effective manner to facilitate their economic development.

Policy 2.2.K: Proposed streets may vary from the location shown on the circulation plan provided that they intersect with existing streets and the following circumstances and situations exist:

a) There must be circumstances surrounding the applicant's situation, limited to the physical conditions of the property, which are unique in that other property in the area does not have the same conditions. The unique circumstances must cause hardship to the property owner to justify the authorization to deviate from the planned road location.

b) A deviation from this requirement shall not be granted if it will adversely affect the interests of the public or the interests of other residents and property owners within the vicinity of the premises in question.

c) A deviation may be authorized when it is also considered as being consistent with the objectives of the Area General Plan.

d) The mere existence of a peculiar situation which will result in unnecessary hardship to the applicant does not necessarily require the granting of a deviation.

e) The granting of a deviation must not constitute the granting of a "special privilege" inconsistent with the limitations on other nearby properties.

Policy 2.2.L: Each parcel that is developed within the Planning Area shall provide for street connections to adjacent parcels within the Planning Area.

Goal 2.3: *Formulate and adopt circulation design and improvement*

standards that require a level of service consistent with the demands generated by proposed development, public safety, and the efficient use of public and private resources and which are uniformly applied in the Orland Planning Area.

Policy 2.3.A: Construct street and highway improvements to maintain an overall daily roadway Level of Service of “C”, and a p.m. peak hour intersection Level of Service of “D” or better unless other public health, safety, or welfare factors determine otherwise.

Policy 2.3.B: Establish an inventory of City roads which will determine priorities for meeting circulation and transportation needs. Transportation projects shall be prioritized with emphasis on reducing traffic congestion and improving traffic circulation.

Policy 2.3.C: Install traffic control devices at intersections as needed for public health and safety and to reduce traffic congestion at key intersections throughout the City.

Program 2.3.C.1: Improve intersections operating at less than p.m. peak hour Level of Service “D” conditions by adding appropriate turning lanes to congested approaches, widening intersection approaches, or installing traffic signals:

- *Signalization shall be predicated upon a warrant analysis, public safety and the discretion of the City. Signalization shall be considered at, but not limited to, the following intersections: a) South and Sixth Streets; b) Date and Sixth Streets; c) Papst and Walker Streets; d) I-5 northbound ramps and SR 32; e) I-5 southbound ramps and SR 32; f) Neville Road and County Road HH.*
- *Realign intersections of Papst & Yolo Streets and County Road HH & County Road 14.*

- *Complete road connections at Papst & Road 13 and Rennat & Almond Way.*
- *Complete design standards for development of Robbins Alley and Bonnie Lane.*
- *Refer to Caltrans any request to signalize a State Route located in the City.*

Goal 2.4: *Achieve a coordinated regional and local transportation system that minimizes traffic congestion and efficiently serves users.*

Policy 2.4.A: Local circulation system improvements shall be consistent with the goals and objectives of the Glenn County Regional Transportation Plan.

Policy 2.4.B: Work with Caltrans to identify needed improvements to its highway facilities in the City and implement necessary programs to assist in improving State Route interchanges/intersections with local roadways.

Program 2.4.B.1: Encourage the State Department of Transportation to complete two projects: realign Highway 32 in the vicinity of Sixth and Eighth Streets and improve alignment at intersections and widen Highway 32 east of Papst Avenue.

Policy 2.4.C: Coordinate local transportation plans with regional plans to ensure eligibility for state and federal funding.

Goal 2.5: *Provide for parking and loading facilities while encouraging alternative means of transportation.*

Policy 2.5.A: Encourage shared parking facilities for both private businesses and public agencies.

Program 2.5.A.1: Adjacent parking areas for large commercial and professional

developments should be designed to allow interconnection and free flow of traffic between those facilities. Access easements and agreements should be obtained during the development process to ensure future access.

Policy 2.5.B: Reserve on-street parking in commercial areas for short-term users.

Program 2.5.B.1: Parking standards shall be evaluated for new development to ensure that parking requirements are satisfied within walking distance of the commercial area.

Policy 2.5.C: Encourage the use of car-pooling, vanpooling and flexible employment hours.

Program 2.5.C.1: New development shall consider Transportation System Management and Transportation Demand Management as strategies for the mitigation of traffic and parking congestion. Public transit, traffic management, ride sharing and parking management are to be used to the greatest extent practical.

Policy 2.5.D: Support the use of the fairgrounds parking lot for car pool parking.

Goal 2.6: *Provide transportation alternatives to the automobile.*

Policy 2.6.A: Planning and development of Arterial and Major Collector streets shall include design features that can be used as public transit stops.

Program 2.6.A.1: Where right-of-way allows, Arterial and Major Collector streets shall be designed to provide bus pull-outs.

Policy 2.6.B: Coordinate with regional transit planners to determine the feasibility of developing and/or improving commuter bus and rail service.

Policy 2.6.C: Coordination of other social service transit providers including schools, health services, and others should be recognized in the planning of circulation system. The City shall continue to support the continuation of transportation programs provided by social service agencies, particularly those serving persons with disabilities, or other limitations.

Goal 2.7: *Promote maximum opportunities for pedestrian traffic throughout the City by continuing to develop and maintain a safe sidewalk system.*

Policy 2.7.A: Adequate sidewalks shall be planned and constructed in connection with street construction work in the City. Where existing roads may require additional right-of-way to accommodate full improvements including sidewalks, and where it is impractical to acquire sufficient right-of-way, the vehicle travelway will be the first priority.

Policy 2.7.B: Subdivision layouts shall include designs that promote pedestrian circulation in a safe and efficient manner.

Program 2.7.B.1: Implement street standards that include sidewalk or walkways on both sides of streets, where appropriate.

Policy 2.7.C: Bicycle lanes should be established where feasible along Major and Minor Collectors in newly developing areas. A bicycle route system should be identified which serves the existing developed City. Where bicycle lanes are proposed they should be considered a shared facility with vehicular traffic on the street.

Policy 2.7.D: Encourage existing facilities, and require future facilities to conform to the American Disabilities Act provisions requiring access for disabled persons.

Goal 2.8: Contribute towards improving the air quality of the region through more efficient use of private vehicles and increased use of alternative transportation modes.

Policy 2.8.A: Maintain and improve, where possible, environmental quality by the design of the circulation system and alternate forms of transportation.

Policy 2.8.B: Support coordination with other cities, the County and planning agencies concerning land use and transportation planning as a means of improving air quality.

Policy 2.8.C: Encourage the development of employment opportunities in Orland to reduce the need to commute to other communities for employment.

Policy 2.8.D: Support the expansion and improvement of transit systems and ride sharing programs to reduce the production of automobile emissions.

Policy 2.8.E: Support the use of alternate fueled vehicles and fueling stations for Public Transit Vehicles, City and private vehicles.

Goal 2.9: Plan for, create, and maintain the system of transportation infrastructure in the City that includes sewer, water, storm drainage, irrigation facilities, pipelines, electrical and communication networks.

Policy 2.9.A: The City incorporates by reference any Master Plans for Sewer, Wastewater Treatment, Water, Storm Drainage, and other infrastructure master plans approved and adopted by the City. The City will continue to work in cooperation with public utilities.

3. SAFETY AND
SEISMIC SAFETY



Floodplain crossing private property in northwest Orland

- Introduction
- 3.1 Emergency Preparedness
- 3.2 Flood Hazards
- 3.3 Fire Protection
- 3.4 Geologic Hazards
- 3.5 Hazardous Materials and Waste Management

INTRODUCTION

LEGAL BASIS AND REQUIREMENTS

California State law (Government Code Section 65302(g)) requires that a safety element be included within the general plan for:

“[T]he protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslide and landslides; subsidence and other geologic hazards known to the legislative body; flooding; wildland and urban fires.”

In addition to these concerns, this element also addresses the issues of hazardous waste management and emergency response preparedness.

3.1 EMERGENCY PREPAREDNESS

STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

As a result of the 1991 East Bay Hills Fire in Oakland, Senate Bill 1841 was introduced by Senator Petris, passed by the California legislature and made effective January 1, 1993. The legislation established the Standardized Emergency Management System (SEMS). The intent of the law is to improve the coordination of state and local emergency response in California. The law is found in Section 8607 of the Government Code, and the regulations governing SEMS became effective September 2, 1994.

The law directed the State of California Office of Emergency Services (OES), in coordination with other state agencies and interested local emergency management agencies, to establish, implement and maintain SEMS by December 1, 1996.

The law stipulates that all state agencies must use SEMS in responding to emergencies involving multiple jurisdictions or multiple agencies. Local governments must use SEMS in responding to emergencies involving multiple jurisdictions of multiple agencies in order to be eligible for state funding or response-related personnel costs. Participation in SEMS is also required to assure reimbursement of expenses resulting from a State declared emergency. SEMS is the standard throughout the State of California.

EVACUATION ROUTES

Standard evacuation routes have not been designated within Glenn County or the City of Orland. It is likely that CALTRANS facilities such as State Route 32 and Interstate 5 would be used to evacuate the community in an emergency. Major County Roads such as

Sixth Street (County Road 99) and South Street are also suited to evacuation depending on the location of the emergency. These routes are all identified as Arterials in the Circulation Element of the City of Orland General Plan.

GOALS, POLICIES, AND PROGRAMS

Goal 3.1: To ensure that the City of Orland and involved local agencies are able to effectively respond to emergency situations that may threaten the people and property of Orland.

Policy 3.1.A: The City shall work toward cultivating and maintaining a relationship with other agencies that improve the City's ability to serve and protect the citizens of Orland.

Policy 3.1.B: The City shall continue participation in emergency preparedness planning with Glenn County.

Program 3.1.B.1: The City shall review procedures for local implementation of the County Emergency Operations Plan (EOP) and help to educate the community on the need for emergency preparedness.

Program 3.1.B.2: The City shall pursue adoption of the State of California Standardized Emergency Management System (SEMS).

3.2 FLOOD HAZARD

Areas adjacent to Stony Creek and Hambright Creek are subject to flooding during heavy rainfall. Severe flooding is prevented in the planning area by flood control dams on Stony Creek and the Sacramento River. A designated floodway has been mapped and adopted by the State Reclamation Board for

Stony Creek. The State has jurisdiction within this designated floodway and supersedes local control.

Flood hazard areas within the planning area have been mapped by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). However, these maps are designed for use in determining flood insurance needs and do not necessarily show all areas subject to flooding. As discussed in further detail below, localized flooding is due, in part, to Orland's storm drainage system operating at capacity.

The City of Orland is not currently participating in the FIRM program. Glenn County does, however, and some lands abutting Orland's boundaries are covered by the program. This creates an issue as annexations of these lands would actually represent a new exposure to landowners in terms of flood liability. At this time the City has not made a decision regarding FEMA or related annexation difficulties but it is likely that the issue will have to be addressed in the near term.

LOCAL FLOODING

A very small portion of northwest Orland is located within the 100-year flood zone as defined by FEMA. There is also significant area in the north portions of the plan area that are in either the 100 or 500-year flood zone. Localized flooding occurs in and around Orland during storms of less than 100-year proportions.

In extremely wet years, the capacity at the Lely Aquatic Park is exceeded and storm water flows onto County Road 200, then southeasterly, flooding properties along County Road 200. The City of Orland is currently preparing a Storm Drainage Master Plan.

Localized flooding can also occur as an unintended result of flood irrigation of adjacent agricultural land. The amount of flooding varies depending on the difference in road and field elevations, but can be a temporary hazard to traffic.

REGIONAL FLOODING

The primary regional flooding threat for the City of Orland is the potential failure of Black Butte Dam located north east of the City

Dam Inundation

Black Butte Reservoir is fed by Upper Stony Creek and has a capacity of approximately 137,000 acre-feet of water. However, it is uncommon for the actual facility to reach capacity and the reservoir levels are typically lower than capacity during most of each year.

As shown in **Figure 3-1**, the entire planning area is subject to flooding should the Black Butte Dam fail. The US Army Corps of Engineers Inundation Map shows a three-hour contour line just east of the City which advises that inundation is expected to occur within three hours of dam failure.

GOALS, POLICIES, AND PROGRAMS

Goal 3.2: To minimize the risk of personal injury and property damage resulting from flooding.

Policy 3.2.A: The City will work to develop and implement flood control strategies for the City of Orland.

Program 3.2.A.1 The City may adopt new standards to ensure flood safety in new construction.

Program 3.2.A.2 New development projects shall be designed to avoid increases in peak storm runoff levels.

Program 3.2.A.3 All privately owned storm drainage basins and systems shall have a mechanism to reimburse the City for maintenance should the private maintenance fail.

Program 3.2.A.4: For any project that may affect a Caltrans facility, the City shall submit hydrologic/hydraulic study information and drainage plans for buildings, streets, parking, etc., to Caltrans in order that they may adequately evaluate impacts upon the State's rights-of-way and drainage facilities.

Policy 3.2.B: New development shall not be approved in areas which are subject to flooding without prior review and approval of plans for improvements which provide a minimum flood protection level equal to the 100 year occurrence storm event.

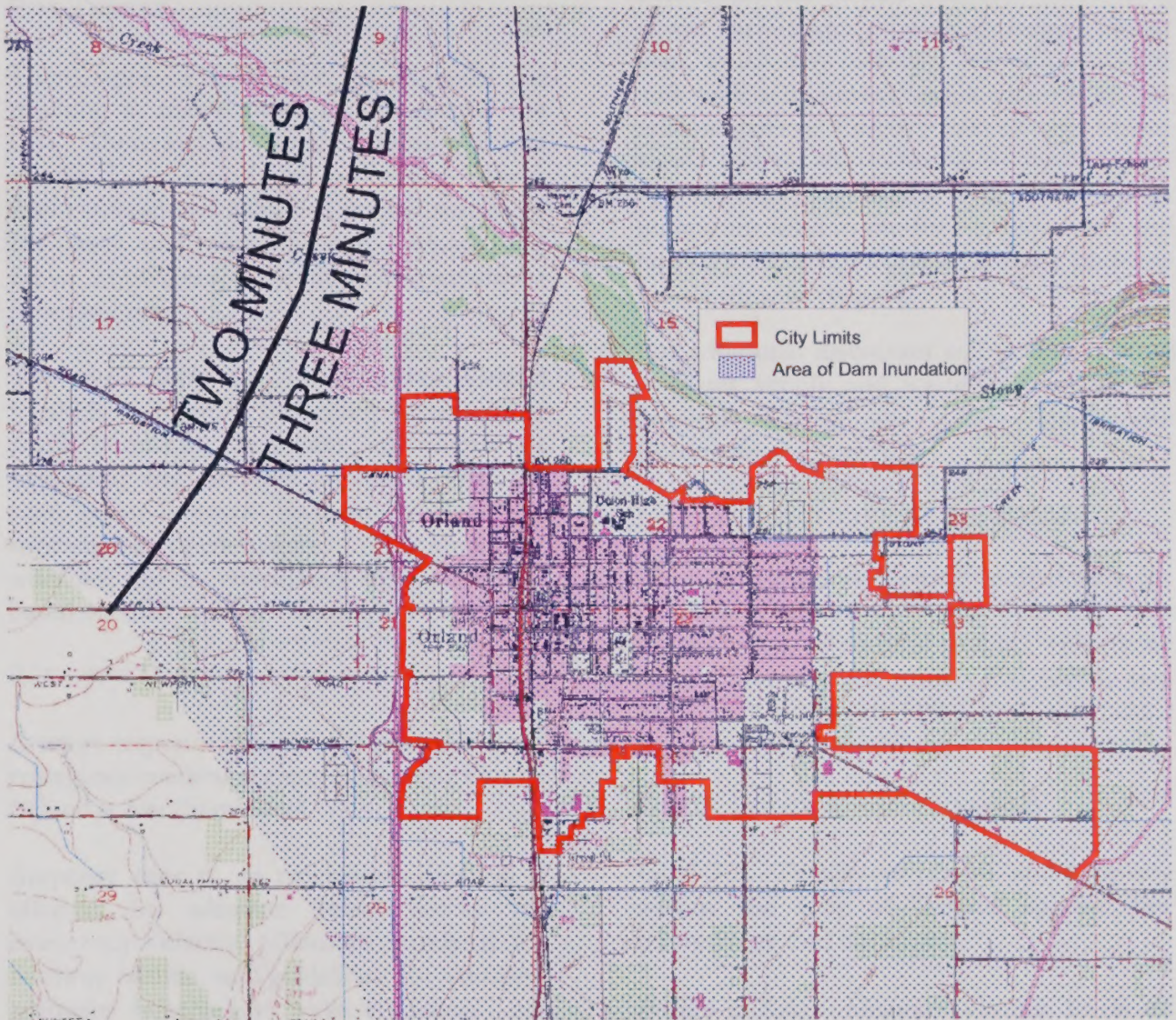
Policy 3.2.C: Development of habitable or commercial structures within the 100-year floodplain must be completely mitigated through proper design.

3.3 FIRE PROTECTION

The Orland Rural Fire District and the City of Orland are responsible for providing fire protection to the City of Orland and Orland rural area.

Fire protection services within the City are provided by the City of Orland Fire Department. The City Department has a mutual aid agreement with the Orland Rural Fire District which is a separate department that provides fire protection services to the greater Orland area. The City of Orland Fire

FIGURE 3-1
DAM INUNDATION MAP



Department also provides emergency medical services within the City.

FIRE THREAT

Three types of fires have the potential for resulting in major losses in and around the City. These include: fire or explosion at one of the local agricultural processing plants; major operational failure of the rail service or Interstate that pass through Orland; and urban conflagration (multiple simultaneous structural fires).

The most likely fire threat within Orland would be a structural fire within a residence or small business. There are no unique or significant fire hazards associated with the rural/urban interface between the City and surrounding open spaces. The threat of wildland fire is considered to be minimal based on land uses surrounding the City.

RESPONSE TIME

Average response time for fire protection and emergency medical services within the City of Orland is five (5) minutes.

Response time to an emergency situation is affected by adequate street access for emergency vehicles. Minimum standards for roadway widths and guidelines for ensuring adequate emergency vehicle access are provided within the Circulation Element of this plan.

A final component of rapid emergency response is the clear identification of addresses on homes and businesses. Without clearly recognizable addresses, emergency response may be unnecessarily delayed.

WATER DELIVERY SYSTEM

All of the 300 hydrants within the City are capable of delivering the maximum flow

available (1,500GPM on average); however, such availability depends on the water mains that supply the specific hydrants. The City is in the early stages of a water supply master plan, which may include a new water storage tank with a minimum usable capacity of one million gallons. Construction of this facility would address the concerns of water supply dependability, particularly if the tank and its pumps are sized to fire flow requirements and normal water usage computed at the peak use period (June to August).

For additional discussion and policies related to water supply and wastewater, please see **Section 4.5** of the Open Space and Conservation Element.

FIRE STATION STAFFING/EQUIPMENT

The Department is currently staffed by a 50-member volunteer crew that operates: one Chief's truck, one utility pick-up, one rescue squad, four engines (one 1,250 GPM, two 1,000 GPM, and one 500 GPM), one ladder truck, and one tank trailer.

GOALS, POLICIES, AND PROGRAMS

Goal 3.3: To protect people and property within the City of Orland against fire related loss and damage.

Policy 3.3.A: Maintain current levels of service for fire protection by continuing to require development to provide and/or fund fire protection facilities, operations, and maintenance.

Program 3.3.A.1: Develop and adopt standards for fire suppression facilities, including water supply and distribution system standards, and fire hydrant spacing.

Program 3.3.A.2: Review the need for automatic fire protection sprinklers within new residential and commercial development.

If needed, incorporate such requirements within the City Building Code.

Program 3.3.A.3: Require all new development to design public facility improvements to ensure that water volume and hydrant spacing are adequate to support efficient and effective fire suppression.

Program 3.3.A.4: The City shall consider amending existing ordinances or adopting a new ordinance that requires clear and recognizable addresses for all structures within the City of Orland.

Program 3.3.A.5: Enforce the requirements of Public Resources Code Sections 4290 and 4291 on all development projects. This includes, but is not limited to, the following:

- Maintain roofs of structures free of vegetative growth.
- Remove any portion of trees growing within ten (10) feet of chimney/stove pipe outlets.
- Maintain screens over chimney/stovepipe outlets or other devices that burn any solid or liquid fuel.

Policy 3.3.B: Orland shall strive to improve the City's current Insurance Service Office (ISO) rating of four, for safety and associated economic benefits.

3.4 GEOLOGIC HAZARDS

This section addresses seismic and geologic hazards that could result in structural failures and damage to structures in the City of Orland.

SUBSIDENCE

Subsidence occurs at great depths below the surface when subsurface pressure is reduced by the withdrawal of fluids (i.e., groundwater,

natural gas). A vacuum may be created that gradually causes sinking of the ground. The primary cause of subsidence in the planning area would be from overdrafting of groundwater. Currently, no area of serious overdraft has been identified in the planning area. Additionally, there have been no reports of subsidence.

EROSION

Erosion may be expected in the planning area where protective vegetation is removed by construction, fire, or cultivation. Factors that contribute to erosion include topography, rainfall, and soil type. Because the Orland planning area is relatively flat, there is a low potential for erosion. For a discussion of erosion concerns along Stony Creek, see the Open Space and Conservation Element.

EXPANSIVE SOILS

A soil's potential to shrink and swell depends on the amount and types of clay in the soil. Certain clays expand when wet and disproportionately shrink when dry. Highly expansive soils can cause structural damage to foundations and roads and are less suitable for development than non-expansive soils. According to the Glenn County General Plan, the Orland planning area has a low to high potential for expansive soils. A map of expansive soils in the General Plan shows the majority of expansive soils west of I-5. Detailed geologic investigations may be necessary for areas with moderate to high shrink-swell potential. Development on expansive soils may require special grading and construction techniques. This type of soil also increases the cost of installing sewer and water lines and affects the design of storm drainage facilities since percolation is slow. This may present specific challenges in developing commercial uses in areas west of

I-5. Additional soils information is presented in Table 3-1.

TABLE 3-1
SELECTED PHYSICAL AND ENGINEERING PROPERTIES OF SOILS IN THE ORLAND GENERAL
PLAN AREA

Soil	Depth (inches)	USDA Texture	Percentage passing sieve number:				Liquid Limit %	Plasticity Index	Permeability: in./hr.	Shrink Swell Potential
			4	10	40	200				
Czk: Cortina	0-8	Gravelly fine sandy loam	55-80	50-75	35-60	25-40	20-30	NP-5	2.00-6.00	Low
	8-15	Stratified very gravelly loamy sand to very gravelly loam	30-60	25-55	15-40	5-35	20-30	NP-5	2.00-6.00	Low
	15-60	Stratified very gravelly sand to very gravelly loamy sand	30-60	25-55	15-45	0-10	---	NP	6.00-20.00	Low
Czt: Cortina	0-8	Very gravelly sandy loam	30-60	25-55	15-50	5-35	20-30	NP-5	2.00-6.00	Low
	8-32	Stratified very gravelly loamy sand to very gravelly loam	30-60	25-55	15-40	5-35	20-30	NP-5	2.00-6.00	Low
	32-60	Stratified very gravelly sand to very gravelly loamy sand	30-60	25-55	15-45	0-10	---	NP	6.00-20.00	Low
Omr: Orland	0-11	Loam	80-95	75-90	65-85	50-65	25-35	NP-10	0.60-2.00	Low
	11-42	Stratified loam to silt loam	80-95	75-90	65-85	50-65	25-35	NP-10	0.60-2.00	Low
	42-60	Stratified sand to gravel	15-65	10-60	5-40	0-15	---	NP	>20.00	Low
Wg: Wyo	0-11	Loam	80-95	75-90	65-85	50-65	25-35	5-10	0.60-2.00	Low
	11-42	Loam, very fine sandy loam	80-95	75-90	65-85	50-65	25-35	5-10	0.60-2.00	Low
	42-60	Sand and Gravel	30-55	25-50	20-30	0-5	---	NP	>20.00	Low
Wh: Wyo	0-11	Gravelly loam	65-90	55-75	50-75	35-50	25-35	5-10	0.60-2.00	Low
	11-30	Gravelly loam	65-90	55-75	50-75	35-50	25-35	5-10	0.60-2.00	Low
	30-60	Sand and Gravel	50-85	40-80	30-50	5-10	---	NP	6.00-20.00	Low
Wn: Wyo	0-11	Silt loam	100	100	85-100	60-85	25-35	5-10	0.60-2.00	Low
	11-60	Silt loam, silty clay and gravel	95-100	100	85-100	70-85	25-40	5-20	0.60-2.00	Low

SEISMIC HAZARDS

Geologic hazards such as earthquake shaking, landslides, and volcanic eruption are minimal and are not expected to be a major problem in the planning area. The information below provides a preliminary indication of the degree of potential hazard or risk that may exist for various geologic or seismic events in the planning area.

SEISMIC RISK

Fault Rupture

The Alquist-Priolo Special Studies Zone Act (APSSZ) represents the current State mandated approach to preventing development in active fault zones. The Special Studies Zones are delineated and defined by the State Geologists and within the assigned zones Cities and Counties must establish special procedures for reviewing applications for new building permits. There are no designated APSSZ within the planning area, nor are there any known or inferred active faults. Thus, the potential for ground rupture within Orland is considered very low. During the past 100 years, Glenn County has experienced only minor earthquakes within its boundaries and secondary impacts from earthquakes centered out of the area.

The closest fault to Orland is located approximately 10 miles to the west near Black Butte Reservoir. This fault trends northwest-southeast and can be considered potentially active. Several other faults are located further west in the Coastal Ranges, as well as to the east in the Sierra Nevada. Although the planning area is not prone to seismic hazards, potential geologic hazards can be substantially eliminated through action of the City and County such as California building code enforcement. For building code purposes, the City of Orland is in Seismic Zone 3.

Ground Shaking

Development within the Orland planning area may be exposed to violent shaking from periodic earthquakes or faults in the region. The major cause of structural damage from earthquakes is the result of ground shaking and liquefaction. However, because nearby faults have not been active, the likelihood of an earthquake originating from them is considered low, and the likelihood of structural damage as a result of ground shaking is also considered low.

Liquefaction

Liquefaction can occur when strong ground shaking causes the densification of soils, with a resultant local or regional settlement of the ground surface. Settlement is typically associated with high intensities of ground shaking, a shallow water table, and the presence of loose alluvial deposits on sandy soils. High intensity ground shaking is unlikely in the planning area as discussed above. However, area conditions (shallow groundwater and sandy alluvial soils) do favor settlement if a strong seismic event occurred in the area. Detailed soils engineering evaluations are appropriate to further evaluate the liquefaction potential for individual projects.

GOALS, POLICIES, AND PROGRAMS

Goal 3.4: To minimize the threat of personal injury and property damage due to seismic and geologic hazards.

Policy 3.4.A: Consider the potential for expansive soils and earthquake related hazards when reviewing applications for developments.

Program 3.4.A.1: The city may require that a soils report, prepared by a licensed soils engineer, be required for all projects within areas of identified soils limitations. Soils reports shall evaluate shrink/swell and liquefaction potential of sites and recommend measures to minimize unstable soil hazards.

Program 3.4.A.2: Public buildings and areas designed for assembly will be constructed to meet seismic safety standards.

Program 3.4.A.3: The City will work with owners of existing buildings to encourage structural improvements to meet current seismic standards.

Program 3.4.A.4: The City may consider funding options to assist property owners with costs related to seismic safety structural improvements.

Policy 3.4.B: Applications for projects that extract groundwater, oil, or gas shall include a report evaluating the potential for resulting subsidence. Reports shall discuss appropriate mitigation measures to reduce the potential for subsidence.

3.5 HAZARDOUS MATERIALS AND WASTE MANAGEMENT

The City of Orland relies on the Glenn County Hazardous Waste Management Plan to direct hazardous waste management activities throughout the County and within the City of Orland.

However, there is new legislation regarding those who may first respond to hazardous materials situations. According to OSHA requirements under 29 Code of Federal Regulations (CFR) 1910.120 and the CA Code of Regulations Title 8 Section 5192, anyone who may discover or respond to a hazardous materials incident (ie., fire, law, health, transportation, public works, private industry) must have a minimum of Hazardous Materials First Responder Operational (HMFRO) training. The HMFRO certification should be renewed every year.

TRANSPORT OF HAZARDOUS MATERIALS

The location of Interstate 5 and State Route 32 through the planning area raises concerns of accidents with vehicles carrying hazardous materials. Transportation of hazardous materials is strictly regulated by State and Federal agencies.

GOALS, POLICIES, AND PROGRAMS

Goal 3.5: To minimize the risk of personal injury, property damage, and environmental degradation resulting from the use, transport, disposal, and release/discharge of hazardous materials.

Policy 3.5.A: The City will continue to work with Glenn County to manage hazardous waste.

Program 3.5.A.1: The City will continue to coordinate hazardous waste management programs with the Glenn County Hazardous Waste Management Plan and the Glenn County Emergency Operations Plan.

Program 3.5.A.2: The City will refer all permits for new projects or major additions to existing uses located on sites identified by the State as having or containing likely hazardous substances or materials to the Glenn County Health Department to ensure compliance with applicable State and local regulations.

Program 3.5.A.3: Any use which uses or manufactures hazardous substances within one-quarter mile of any existing or proposed school shall only be permitted when authorized by a conditional use permit, with ample assurances that the students will not be placed in a hazardous environment.

Policy 3.5.B: The City will encourage HMFRO training and certification for appropriate public safety personnel.

3.6 RAIL RELATED HAZARDS

Hazardous materials are also regularly shipped via the rail line and, while unlikely, an incident involving a rail accident within the City could have serious effects. Unfortunately, the City has little control over the types of materials that are shipped via the rail line. With regard to government activities, the content of shipments may be confidential for reasons of security.

While the City has little influence over the types of material transported via the rail line, ensuring that at-grade crossings within the City are operating in a safe and effective manner can reduce the potential for rail incidents.

GOALS, POLICIES, AND PROGRAMS

Goal 3.6: Minimize the potential for hazards related to rail service in and around the City of Orland.

Policy 3.6.1: Rail related hazards shall be considered prior to approval of new development projects and roadway improvements in the immediate vicinity of the Union Pacific Railroad tracks.

Program 3.6.A.1: The City shall consult with the Union Pacific Railroad Company to determine ways to minimize hazards related to at-grade rail crossings within Orland.

Program 3.6.B.2: The City shall endeavor to monitor the operation of at-grade crossings within the City limits and shall immediately report any problems with gate function to the rail line operator.

1000

AND CONSERVATION



Barn on County Road 15

Introduction

- 4.1 Agriculture
- 4.2 Aggregate Mining
- 4.2 Biological Resources
- 4.3 Air Quality
- 4.4 Water Quality
- 4.5 Water Supply and Wastewater Service
- 4.6 Recreation Resources

INTRODUCTION

LEGAL BASIS AND REQUIREMENTS

This element combines the Open Space and the Conservation elements. Government Code Sections 65302(d) and 65302(e) require that a general plan include:

“A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, mineral, and other natural resources.”

“An open space element as provided in Article 10.5 (commencing with Government Code Section 65560).”

This element addresses a variety of open space issues, including preservation of natural resources (fish and wildlife habitat); managed production of resources (agriculture, and mineral production); outdoor recreation, including areas of scenic, historic, and cultural value; and open space for health and safety.

OVERVIEW

The most significant natural resource in the Orland planning area is the high quality agricultural land surrounding the City. Other conservation issues of concern within the Orland planning area include protecting air quality and water resources.

The intent of this element is not only to satisfy the requirements of applicable Governmental Codes, but also to offer guidelines to the City and potential developers as to:

- How impacts to natural resources are addressed within Orland; and,
- How the City may best manage resources to meet the needs of its current and future citizens.

4.1 AGRICULTURE

OVERVIEW

Orland's agricultural picture includes orchards of almonds, walnuts, olives, peaches, and prunes. Unique climatic conditions allow orange groves to flourish in the Orland area -- the northernmost citrus-growing area in the state. Fields of corn, wheat, rice, and bean surround the Orland community. Newer crops in production locally include kiwis and pistachios. Dairy farmers and woolgrowers are also present. Agriculture-related industries are prominent, including processing plants for

nuts, sugar beets, olives, citrus, prunes and dairy products. Also, several locations offer farm-fresh produce direct from the grower to the consumer.

Practices commonly associated with agricultural production are often incompatible with urban residential settings such as noise and dust. Other agricultural practices such as burning and spraying may also result in conditions which conflict with residential land uses. Because of the inherent conflicts between agricultural and urban uses, new urban development that cannot be directed to infill parcels within the City should provide buffers to ensure that adjacent agricultural activities can continue. In addition to providing protection for agriculture, the open space provides important wildlife habitat.

SOIL CHARACTERISTICS

Orland is located on an alluvial fan of Stony Creek. There are three major soil types: Riverwash, Orland Loam, and Cortina Loam. These soils are mapped by the soil conservation service and are not known to have any factors that would require specialized construction techniques.

ORLAND UNIT WATER USERS' ASSOCIATION

The Orland Unit Water Users' Association (OUWUA) supplies water for irrigation to land around Orland. The OUWUA secured a water right to water from Stony Creek in 1902 and the first water was delivered to the Orland Project in 1910. In 1990, the OUWUA had 1100 shareholders. Each shareholder was assessed \$25.00 per acre per year to pay for the cost of water delivery. Shareholders receive three (3) acre feet of water per acre per year. The OUWUA is governed by a nine (9) member Board of Directors. Assessment fees may change from

year to year, but the amount of water delivered does not.

In 1990, the City the OUWUA reached an understanding that a study would be completed by the City (or developers), to be approved by the United States Bureau of Reclamation, addressing the undergrounding of the Association's irrigation facilities between Interstate 5 on the west and Road M½ to the east. It is agreed that all stakeholders are to be represented in the development of the study, and have the opportunity to participate in the development process. The intent of the effort is not to simply underground miles of irrigation laterals, but to consider and discuss all options for preserving facilities.

GOALS, POLICIES AND PROGRAMS

Goal 4.1: Promote and protect the continued viability of agriculture surrounding Orland.

Policy 4.1.A: Encourage the development and redevelopment of property within the City Limits.

Policy 4.1.B: Direct urban development to areas where agricultural operations are already constrained by existing non-agricultural uses.

Policy 4.1.C: During the project review process, address the impacts of siting environmentally sensitive uses in areas where conflicts with agricultural production and processing activities may result. The City may require establishment of buffers between the new urban use and the existing agricultural use.

Policy 4.1.D: The City shall work with the Orland Unit Water Users Association and the Federal Bureau of Reclamation to develop a comprehensive plan to address safety,

continued use, viability and access for irrigation facilities within the General Plan Area.

Policy 4.1.E: The City shall refer all development requests adjacent to, or affecting, facilities owned and operated by the Orland Unit Water Users Association to the Association for review and comment prior to consideration by the City.

Policy 4.1.F: Maintain buffer zones around areas of existing and planned agricultural processing activities. Do not permit sensitive uses to encroach within the buffer zones.

Policy 4.1.G: Buffer zones surrounding agricultural processing plants may vary in width based upon existing and proposed uses, as well as whether vegetation screens are incorporated to improve buffer effectiveness.

Note: Noise related standards for locating sensitive development in the vicinity of processing plants are contained in the Noise Element.

Policy 4.1.H: Work with Glenn County to identify and adopt City/County "Areas of Mutual Concern". Also consider standard mitigation measures to reduce impacts of development on agricultural activities.

4.2 AGGREGATE MINING

OVERVIEW

Currently, two gravel extraction facilities are in operation along Stony Creek within or adjacent to the planning area. The two operations are located in the northwestern portion of the planning area upstream and downstream of I-5. All operations are subject to the Surface Mining and Reclamation Act (SMARA) and have reclamation plans. The DFG has monitored these operations with restrictions on in-channel operations since 1976.

GOALS, POLICIES AND PROGRAMS

Goal 4.2: *Ensure that all mining activity is appropriately permitted and that mines are effectively reclaimed.*

Policy 4.2.A: No mineral, gas or other natural resource extraction shall occur within the City limits of Orland without prior review and approval of the activity by the City.

Policy 4.2.B: Ensure that mineral extraction activities within the Orland planning area conform with the State Mining and Reclamation Act (SMARA) requirements, including financial assurances and reclamation plans.

Program 4.2.B.1: Establish a working relationship with landowners subject to SMARA to develop reclamation plans that provide beneficial opportunities to both the City of Orland and the subject property landowners.

Program 4.2.B.2: Consider the creation of policy and financial mechanisms to provide for public ownership of former aggregate extraction sites adjacent to waterways for the purposes of providing open space and public access.

Program 4.2.B.3: Endeavor to define a range of funding and financing opportunities to supplement plans and other options for lands subject to reclamation under SMARA.

4.3 BIOLOGICAL RESOURCES

OVERVIEW

This section addresses wildlife and habitat issues in the Orland planning area. The primary area within the planning area which

has natural vegetation and wildlife is the zone along Stony Creek.

LEGAL REQUIREMENTS FOR WILDLIFE HABITAT MANAGEMENT

As a local agency reviewing and approving projects, the California Environmental Quality Act (CEQA) requires that the City of Orland consider the environmental impacts resulting from the approval of proposed development project. In the case of biological resources, such impact analysis focuses on species and habitat types which are designated for protection under State and Federal programs.

WILDLIFE AND HABITAT OCCURRENCE

Information on riparian habitat along Stony Creek was compiled and summarized primarily from the Lower Stony Creek Fish, Wildlife and Water Use Management Plan prepared by the U.S. Department of Interior, Bureau of Reclamation (1998).

The California Natural Diversity Database (NDDDB) does not include any information on riparian vegetation along Stony Creek. Riparian plant community data for the area is for nearby locations on the Sacramento River. Similarly, the NDDDB does not include any occurrences of sensitive plant species associated with Stony Creek riparian vegetation. However, since detailed biological evaluations have generally not been conducted in the vicinity of Orland, the lack of identified occurrences is not proof of the absence of protected species.

Therefore, future urban development sites may require review by a qualified individual, to be approved by the City, to determine if habitat is present. If potential habitat is found, a biological field survey may be required to determine whether protected plant or animal species are present.

STONY CREEK

Stony Creek defines the entire northern edge of the planning area. As a western Sacramento Valley foothill stream, Stony Creek has a seasonal run-off pattern of high winter flows, and low summer and fall flows, with an average annual precipitation of 15 inches in the lower watershed. Water is diverted from several locations along Stony Creek below Black Butte Dam. Summer and fall releases are higher than unimpaired flows as water is released from the dam for irrigation and other deliveries.

All of the land along Stony Creek within the planning area is privately owned. Private land uses generally include grazing, gravel mining, agriculture, and rural residential uses. Lack of public ownership strictly limits public access and therefore opportunities for recreational activities.

Stony Creek Vegetation

Vegetation along and in Stony Creek:

- Giant Reed, a weedy non-native grass that grows on the sand and gravel bars within and along Stony Creek.
- Willow Riparian Scrub, an early seral, shrub dominated riparian vegetation. Typical shrubs include arroyo willow, sandbar willow, blackberries, mule fat, tamarix, giant reed, and small individuals of Goodding's willow. Most of the willow riparian shrub that once occurred on Stony Creek is likely now dominated by giant reed.
- Herbaceous Riparian Vegetation, consisting of forbs and grasses such as sweetclover, star-thistle, thistles, cocklebur, ripgut brome grass, and other opportunistic noxious herbaceous species.

- Valley Oak Woodland, comprised of remnant stands of valley oak woodland on the high floodplain.
- California Annual Grassland, which is present where soil conditions do not support intensive agriculture.

Stony Creek Fisheries

Stony Creek below Black Butte Dam extends approximately 24 miles before its confluence with the Sacramento River. The majority of the adjacent riparian corridor of the creek is privately owned and as such fishing access is restricted. Stony Creek's streambed has a low gradient and alternates between a meandering single channel and a braided channel. Water temperatures in Stony Creek in the planning area become warm in the summer months, providing suitable habitat conditions for many native and introduced (exotic) warm-water species. Flows in Stony Creek can diminish to extremely low levels during the summer months, resulting in segmented stream habitats.

Three types of native fish assemblages use lower Stony Creek: migratory species, smaller resident non-migratory species, and salmonid species.

Stony Creek Wildlife

Wildlife habitats along lower Stony Creek generally correspond to three broad zones, including the active zone of the creek channel, the border zone of riparian vegetation along the banks of the channel, and the outer zone of oaks and grasslands along the upper terraces of the floodplain.

The active zone includes frequently flooded gravel bars, open channels, and low terraces of the creek. Wildlife in unvegetated portions of the active zone of lower Stony Creek may include a variety of fish-eating species such as great blue herons, great egrets, common mergansers, belted kingfishers, and river

otters. Other wildlife that may frequent the active zone include spotted sandpipers, killdeer, black phoebes, beavers, and coyotes. Bald eagles and ospreys have also been observed flying along the creek. Scattered stands of cottonwoods remaining in the active zone are important for a variety of migrant birds.

The border zone includes all vegetated riparian habitats along the outer banks of the creek that depend on its flows for water. Species such as Cooper's hawks, Swainson's hawks, red-tailed hawks, red-shouldered hawks, white-tailed kites, great egrets, and great blue herons build bulky stick nests high in the crowns of cottonwoods and oaks in the border zone of many foothill creeks, but no specific nesting records of these species along lower Stony Creek were reported in the NDDB.

The outer zone of lower Stony Creek includes high terrace habitats such as oak woodlands, grasslands, orchards, and pastures. Oak woodlands and grasslands near the creek provide shade, shelter, and breeding habitat for many wildlife species, including black-tailed deer, gray foxes, western gray squirrels, white-tailed kites, turkey vultures, American kestrels, northern harriers, mourning doves, California quail, acorn woodpeckers, Nuttall's woodpeckers, scrub jays, yellow-billed and black-billed magpies, rufous-sided towhees, and northern orioles.

Mammals usually found in adjacent grasslands and outer zone oak woodlands, such as deer mice, California voles, western gray squirrels, black-tailed hares, and gray foxes, often use riparian corridors as refuge from summer heat and drought. All these animals use the food, water, and cover that are found in riparian and wetland habitats.

THREATENED AND ENDANGERED SPECIES

The following species are determined as threatened or endangered, and are known to occur in the planning area:

- Valley Elderberry Longhorn Beetle
- Bald Eagle
- Swainson's Hawk
- Western Yellow-Billed Cuckoo

Other species which are considered candidates for listing as threatened or endangered and which are known to occur in the planning area include:

- Northwestern Pond Turtle
- Osprey
- Golden Eagle

HAMBRIGHT CREEK

Hambright Creek is a relatively small tributary watershed (approximately 18 square miles in area) of Stony Creek, and is shown on USGS maps as intermittent over its entire length. The current confluence of Hambright and Stony Creeks is located just outside the northeastern city limits of Orland. Hambright Creek is largely ephemeral over much of its reach, flowing only after rainfall of a sufficient magnitude. There are no stream gauges on Hambright Creek.

OTHER WATER FEATURES

A major canal traverses the southeastern portion of the planning area. The Tehama-Colusa Canal begins at the Red Bluff Diversion Dam and trends southward through Glenn County eventually terminating near Dunnigan in Yolo County. In addition, the entire planning area is criss-crossed by a system of smaller concrete-lined canals, which

distributes water for irrigation to area agricultural.

GOALS, POLICIES, AND PROGRAMS

Goal 4.3: Minimize impacts to wildlife and wildlife habitat as new development occurs within the Orland planning area.

Policy 4.3.A: Where appropriate, apply mitigation measures to development projects to minimize impacts to biological resources during all stages of development including grading, construction and occupancy.

Policy 4.3.B: Consider opportunities for habitat preservation, enhancement, and creation in conjunction with public facility projects, particularly storm drainage facilities.

Policy 4.3.C: Applicants for new development proposals shall be responsible for costs related to determining the potential for occurrence of protected plant and wildlife species within the proposed project area. City staff shall make determination of the degree of field investigation required.

Policy 4.3.D: If the presence of protected species is determined to be likely, the project applicant shall be responsible for all costs associated with investigating species presence and preparation of any required mitigation plans.

4.4 AIR QUALITY

OVERVIEW

The physiography of Glenn County lends to challenges in air quality management. The basin area can trap pollutants between the mountain ranges, which can then be exacerbated by a temperature inversion layer that traps air at lower levels below an overlying layer of warmer air. In addition,

prevailing winds in the area are from the south and southwest – sea breezes flow over the San Francisco Bay Area and into the Sacramento Valley, transporting pollutants from the large urban areas.

Growth and urbanization in Glenn County also contribute to increased vehicle emissions and the resulting air quality issues.

AIR QUALITY REGULATORY AUTHORITY

The Federal Clean Air Act, adopted in 1970 and amended twice thereafter, established the framework for modern air pollution control. The Act directs the Environmental Protection Agency (EPA) to establish ambient air quality standards for six pollutants: ozone, carbon monoxide, lead, nitrogen dioxide, particulate matter (PM₁₀), and sulfur dioxide. Acceptable levels for these pollutants are adopted as the National Ambient Air Quality Standards (NAAQS).

The Federal Clean Air Act requires states to submit a State Implementation Plan (SIP) for areas that exceed the NAAQS (such areas are referred to as “non-attainment areas”). Failure to comply with requirements for preparing the SIP can result in denial of federal funding and permits for such improvements as highway construction and sewage treatment plants.

In addition, the California Clean Air Act (1988) authorizes the California Air Resources Board to require local and regional air pollution control districts to prepare Air Quality Management Plans in areas that are not attaining one or more of the State ambient air quality standards for ozone, carbon monoxide, sulfur dioxide, or nitrogen dioxide.

The California standards for pollutants are more stringent than Federal standards, and Air Quality Management Plans prepared at the

District level are incorporated within the SIP for the broader air basin in which the local district is situated.

LOCAL AIR QUALITY MANAGEMENT AUTHORITY

The City of Orland is located within a region identified as the Northern Sacramento Valley Air Basin (NSVAB). The NSVAB is further divided into local air districts that are charged with the responsibility of implementing air quality programs. The local air quality district for the area surrounding and including Orland is the Glenn County Air Pollution Control District (GCPACD).

AIR QUALITY STANDARDS ATTAINMENT STATUS

Glenn County is in attainment of, or is unclassified for, all federal ambient air quality standards. However, the County is classified as “non-attainment” for State ozone and PM₁₀ standards. The County is in attainment of, or is unclassified for, all other state ambient air quality standards.

The nearest monitoring station is located in Willows on East Laurel Street. The highest measurements at the station are for ozone and PM₁₀ emissions.

GOALS, POLICIES, AND PROGRAMS

Goal 4.4: Maintain and protect air quality within the City of Orland at acceptable levels as defined by state and federal standards.

Policy 4.4.A. During the project review process, work to minimize adverse affects of odor and emissions generated by industrial uses.

Policy 4.4.B. Work with the Glenn County Air Quality Management District in efforts to maintain air quality standards and to minimize air quality impacts associated with new development.

4.5 WATER QUALITY

For policies related to water supply and wastewater, see **Section 4.6** of the Open Space and Conservation Element. For policies related to wastewater, see **Section 4.7** of the Open Space and Conservation Element.

OVERVIEW

Water quality in Orland is generally good. Because the main source of domestic water in Orland is groundwater, maintenance of groundwater quality is of primary importance to residents. The Glenn County Health Department regulates the installation of individual septic systems and wells.

Surface water quality is regulated by the Central Valley Regional Water Quality Control Board, Region 5 (RWQCB). The RWQCB establishes water quality standards for surface water discharge within the Water Quality Control Plan (Basin Plan), Sacramento River Basin. There are other local, State, and federal programs in place, which address protection of ground and surface water from contamination related to agricultural practices.

SURFACE WATER

Several creeks and other drainage features flow through and adjacent to the planning area, including Stony Creek, Hambright Creek, the Tehama-Colusa Canal, and a series of smaller concrete-lined canals that criss-cross Orland and distribute water for irrigation to area agricultural users. Water

quality in these water bodies is generally of good quality for agricultural purposes.

All of the land along Stony Creek within the planning area is privately owned. Private land uses generally include grazing, gravel mining, agriculture, and rural residential uses.

Lands with exposed soils are subject to surface water flows that carry particles away from the site. Exposed soils may be the result of construction or agricultural practices. Potential erosive action results in downslope or downstream sedimentation, which can impair drinking water, as well as adversely affect fisheries and water-related habitat.

GROUND WATER

Ground water is the primary source of domestic water supply in the planning area and is also used for irrigation in areas where surface water is not available. A thick sequence of sedimentary materials underlying the valley floor contains fresh groundwater to a depth of about 400' near Orland.

According to the City of Orland Engineer, the City water supply does not have water quality or contamination issues. Continuous disinfection is provided at six of the City's seven wells. The Roosevelt Well has the facilities necessary to chlorinate if needed. Water treatment is a preventative measure due to intermittent positive bacteriological test of the wells. No groundwater studies have been conducted for the City of Orland's water supply. However, the City Engineer is currently developing a Master Water Plan for the City of Orland.

The aquifer underlying the planning area receives recharge from a number of sources. The greatest amount of natural recharge occurs in the Stony Creek area, with additional recharge coming from deep

percolation of agriculturally applied water and normal surface percolation following rains. Ground water is particularly vulnerable to contamination in the Stony Creek area, with potential sources of ground water pollutants including chemicals used in the growing and processing of agricultural products, industrial sources, and improper installation of septic tank systems.

Ground water levels may lower as a result of pumping combined with periods of drought, but generally rebound following normal and wet years.

GOALS, POLICIES, AND PROGRAMS

Goal 4.5: Conserve, enhance, and manage water resources, protect their quality, and assure an adequate long-term supply of water for domestic, agricultural, industrial and recreational use.

Policy 4.5.A: Ensure that new development complies with State and federal regulations and standards in order to maintain and improve water quality.

Program 4.5.A.1: Require applicants for new development projects to adhere to RWQCB discharge standards, including identifying specific measures for minimizing project related erosion and resulting siltation of surface water features.

Program 4.5.A.2: Require that a grading and erosion control plan be submitted with each tentative parcel and tentative subdivision map prior to action by the City. Standard RWQCB best management practices (BMPs) shall be incorporated in these plans as a means to control runoff and minimize erosion impacts.

Program 4.5.A.3: Ensure that new development has a minimal impact on natural drainage channels and flow capacity.

Policy 4.5.B: Reduce the potential for sediment and other pollutants to contaminate surface and ground water resources.

Program 4.5.B.1: Where feasible, maintain the natural condition of waterways and floodplains and protect watersheds to ensure adequate ground water recharge and water quality.

Program 4.5.B.2: Require that new development at a density greater than one unit per acre and commercial and industrial areas annexed to the City be connected to the City's wastewater collection system. Existing residential development and individual homes where septic systems have failed also may be connected to the system.

Program 4.5.B.3: Review City standards for drainage structures and, if determined appropriate, adopt requirements for grease and sediment traps for roads and parking lots to improve water quality of urban runoff.

Policy 4.5.C: Encourage water conservation as a means of conserving not only water but also minimizing energy consumption and costs associated with pumping and delivery systems.

4.6 WATER SUPPLY

For policies related to water quality, see **Section 4.5** of the Open Space and Conservation Element. For policies related to wastewater, see **Section 4.7** of the Open Space and Conservation Element.

WATER SUPPLY OVERVIEW

Data from the year 2000 indicates that the City of Orland's water supply and distribution system serves 2,246 residential water customers and 298 commercial customers.

The City of Orland's primary water system is Public Water System 1110001. An auxiliary water system, Public Water System 1105003, serves the Haigh Field Industrial Park, 1.2 miles south of Orland.

Water is currently supplied from seven wells within Orland. The sole source of water is groundwater. The wells produce between approximately 500 and 1,200 gallons per minute, and are automatically regulated by the water level in the 80,000 gallon elevated storage tank.

The auxiliary water system at the Haigh Field Industrial Park, located at the Haigh Field Airport, is not connected to the City's water system, and consists of one well that produces 1,740 gallons per minute. The City is considering installing a water main and connecting the newly created system at the airport to the main system, which would allow the well at the airport to serve water to the main City system and the wells in the main City system would provide back-up to the single well at the airport.

The City currently has adequate water capacity to meet peak water demands, and the City water supply does not have water quality or contamination issues.

GOALS, POLICIES, AND PROGRAMS

Goal 4.6: Protect the quantity and quality of community water supplies.

Policy 4.6.A. Ensure that groundwater resources in the vicinity of the Orland are protected from contamination.

Program 4.6.A.1: Require wells located on land annexed to the City and served by City water service to be properly abandoned or all possibility of cross connection with the City water system eliminated in accordance with Glenn County Health Department guidelines.

Program 4.6.A.2: Ensure that all City wells are operated and maintained to meet California Department of Health Services standards for public drinking water supplies.

Policy 4.6.B: Avoid wasteful use of water within the planning area.

Program 4.6.B.1. Promote the use of water-conserving devices and practices in both new construction and major alterations and additions to existing buildings.

Program 4.6.C: Develop and implement methods for equitably distributing costs associated with providing water service to new development, including impact mitigation fees where warranted.

4.7 WASTEWATER

For policies related to water quality, see **Section 4.5** of the Open Space and Conservation Element. For policies related to water supply, see **Section 4.6** of the Open Space and Conservation Element.

WASTEWATER SERVICE OVERVIEW

The City of Orland wastewater collection and treatment system is comprised of an extensive collection system and four sewage treatment

ponds. Effluent from the treatment facility is discharged to a 50-acre parcel.

The City's Regional Board Waste Discharge Requirements indicate that the design capacity in 1996 for the four stabilization ponds and disposal field was 2.1 million gallons per day (mgd), with an average domestic wastewater flow of 1.3 mgd.

The City recently completed improvements to the wastewater treatment plant, which increased the usable percolation area receiving effluent discharge from the ponds. There are no known problems associated with the collection system.

The wastewater treatment plant can support a population of approximately 12,000.

Goal 4.7: Provide quality wastewater service to City residents.

Policy 4.7.A. Ensure that sufficient wastewater treatment capacity is available to serve anticipated growth.

Program 4.7.A.1. Encourage the annexation of all land on City services in unincorporated areas, and require annexation to the City as a condition of extending City services

Program 4.7.B: Develop and implement methods for equitably distributing costs associated with providing wastewater service to new development, including impact mitigation fees where warranted.

4.8 RECREATION RESOURCES

OVERVIEW

A common approach to municipal recreation planning is development and implementation

of a comprehensive recreation master plan for the identification of park and recreational needs in a given planning area, the management of existing recreational resources and the development of additional facilities to meet identified needs. This encourages public agencies to inventory their recreational resources and develop policies for responsible utilization and stewardship. A comprehensive recreation master plan develops policies and parkland acquisition strategies directed toward the development of additional recreational facilities. Policies and parkland acquisition tools also address achieving equilibrium between economic development and providing for the community's recreational needs.

The National Recreation and Park Association (NRPA) has developed area standards that have been traditionally applied to assess demand for parkland in cities. The most recent NRPA standards published in 1979 recommended a range of 6 to 10.5 acres of developed parkland per every 1000 residents.

As applied to public parks and recreation resources, standards provide a measurement of recreation space and facilities that should be provided for specific population numbers. They were established to help determine if an area has sufficient park area, facilities, etc. Standards are also used to establish the space and other requirements for recreation facilities in order to know what improvements a site may accommodate. Recreation area, facility and open space standards are used in the planning, design and decision making process.

Standards are needed (1) to allow appropriate area, number and location of facilities, thus establishing minimum area or acres to allow per type of park and (2) to establish a comprehensive and sound fiscal approach for an orderly acquisition and development program. However, they can be misleading

and meaningless if misused. Standards and guidelines can be too idealistic or may not fit a specific planning area or population. In these cases, standards and guidelines are modified to fit the situation.

Standards can be soundly used when related to existing and current population:

1. To determine areas, number and types of facilities that are needed to best serve the people and generally where they should be provided.
2. To develop a sound, fiscal acquisition and development program.
3. To justify to state and local political bodies, for grants and funding purposes, the acquisition and development of parks and recreation areas and facilities and for the determination of priorities in acquisition and development.
4. To help measure the effectiveness of a public jurisdiction in providing needed recreation areas and facilities.
5. To reasonably use as a forecaster, in the case of tourism, as a means to plan to bring increased revenue into the planning area.
6. To help attract and retain desired residents in general or specific areas.

As such, park and recreation standards should be considered as planning guidance and as a decision-making tool, especially in terms of providing perspective for how the City may best meet the positive recreation needs of its residents.

Public facilities including parks and recreation facilities are shown on **Figure 4-1 Public Facilities**. The City of Orland currently has approximately fifty-three (53) acres of improved parks and facilities for its population:

- Vinsonhaler Park – 18.1 acres
- Lely Aquatic Park – 30.0 acres
- Library Park – 2.6 acres
- Spence Park – 2.1 acres
- Welcome to Orland Park – 0.26 acres

This places Orland just above the midpoint of the published NRPA acreage range for parkland based on a population of 6,281 (reported in January 2001). This also suggests that the City should be in the acquisition process to meet the needs of expected growth.

Table 4-1 Population Projections for Orland, below, projects high, medium, and low growth scenarios. Based on the NRPA acreage standards and the projections in **Table 4-1**, the City would need to acquire and improve 17.5 acres of parkland to meet the minimum standard at the low growth projection for 2020. Conversely, the high figure for necessary acquisition and improvement in the high growth scenario would be 42.15 acres.

**TABLE 4-1
POPULATION PROJECTIONS FOR ORLAND**

Growth Rate	Orland Population Projections			
	2005	2010	2015	2020
High (2.6 percent)	7,141	8,119	9,231	10,495
Medium (2.2 percent)	7,003	7,808	8,705	9,706
Low (1.8 percent)	6,867	7,508	8,208	8,974

Source: Pacific Municipal Consultants

Today, Orland's parks provide various recreation facilities including softball fields, baseball fields, soccer fields, basketball courts, horseshoe pits, lighted tennis courts, picnic tables, a children's playground, and a city swimming pool.

FIGURE 4-1
PUBLIC FACILITIES

Key to Features

Public Facilities/ Parks

City Boundary

Planning Area

0

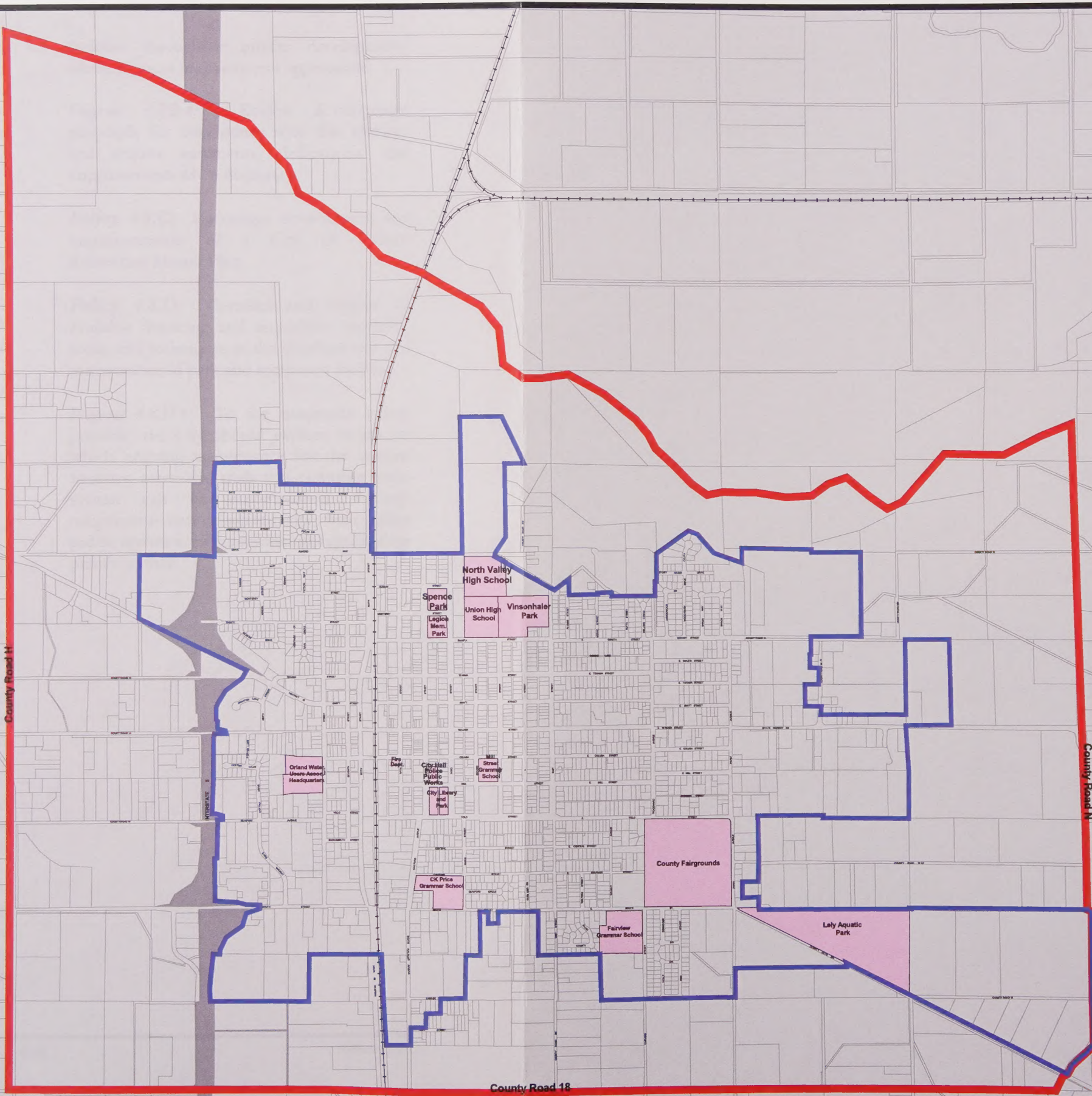
0.1

0.2

0.3

0.4

0.5 Miles



Note: City of Orland parcels created from Glenn County Assessor parcel maps dated February 1998. Orland city limits created from city map dated February 1998. Map recreated using City GIS files. GIS data projected to UTM NAD 27, Zone 10, Meter

PMC

Professional Mapping Company

1:20,000

An ongoing and endless challenge for the City is the upkeep and maintenance of their recreation facilities. The funding mechanism that had been in place (Landscape and Lighting) was voted out of existence in the late 1990s.

GOALS, POLICIES, AND PROGRAMS

Goal 4.8: Develop and sustain an integrated and cohesively designed park system that is complimentary to existing and proposed development as well as the natural environment. This shall include development and maintenance of a network of recreational trails, bicycle lanes and bikeways.

Policy 4.8.A: The City shall develop park and recreation standards for the City of Orland.

Policy 4.8.B: Provide adequate parkland acreage and facilities in both location and size to meet the recreational needs of existing and future residents.

Program 4.8.B.1: Provide neighborhood parks within easy walking distance of residential neighborhoods they are to serve, placing a priority on acquisition of those parks or adding improvements in those areas where recreation facilities are currently limited or non-existent.

Program 4.8.B.2: Require common open space areas with appropriate recreation area and facilities in each multiple family development of over 20 units.

Program 4.8.B.3: Plan and design for linkage opportunities between community, City, County, State and Federal park and open space systems as well as the recreational

facilities throughout private developments where deemed necessary and appropriate.

Program 4.8.B.4: Review development proposals for consistency with this element and require easements, dedications, and improvements when necessary.

Policy 4.8.C: Encourage development and implementation of a City of Orland Recreation Master Plan.

Policy 4.8.D: Consider and explore all available financing and acquisition methods, tools, and techniques in the development and maintenance of park and recreation facilities.

Program 4.8.D.1: To the maximum extent possible, the City should explore means by which ongoing maintenance for the various facilities, areas, and trails that compose parks system can be accomplished through cooperative-sharing agreements with other public agencies, volunteer user groups, and/or private parties.



A quiet day at the corner of Second and Swift Streets

Introduction

- 5.1 Noise Measurement
- 5.2 Goals, Policies, and Programs

INTRODUCTION

LEGAL BASIS AND REQUIREMENTS

The legal requirements of the general plan Noise Element are defined within Government Code Section 65302(f) as follows:

“[The general plan shall include] a noise element which shall identify and appraise noise problems in the community. The noise element shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

- 1) Highways and freeways
- 2) Primary arterials and major local streets
- 3) Passenger and freight railroad operations
- 4) Commercial, general aviation, aircraft overflight and ground

facilities related to airport operation

- 5) Local industrial plants
- 6) Other ground stationary noise sources which contribute to the community noise environment.”

Government code requires that noise contours be shown for the above noise sources based on monitoring accepted noise modeling techniques. The noise contours are to be used as a guide for designating land uses within the land use element that minimizes the exposure of community residents to excessive noise. The noise element shall include policies, implementation measures, and possible solutions that address existing and foreseeable noise problems, if any.

OVERVIEW

Compatibility between noise generated by various land uses and the sensitivity of surrounding land uses to the noise environment is an important planning consideration. Noise level compatibility varies with numerous factors, including:

- Background noise levels
- Intensity of noise source
- Character of noise source
- Frequency of noise
- Timing of noise (day vs. night)
- Sensitivity of adjacent land uses

The information presented in this element is based upon various sources, including field measurements of community noise levels, observations of existing traffic levels, existing City land uses and projections for future land uses, and transportation (road and rail) activities.

The findings of the noise element have aided in the development of the General Plan Land Use Diagram. Where possible, land uses have been arranged to avoid exposure of sensitive land uses to excessive noise levels.

This element also seeks to protect existing and future industrial uses from encroachment by noise sensitive uses. Unchecked, such encroachment can lead to land use conflicts and ultimately require relocation of the industrial use.

SETTING

Located in the northeast portion of Glenn County, Orland has a strong cultural and economic relationship with agriculture. As such, residents of Orland have historically been tolerant of noise levels related to agricultural land uses.

The major noise sources in Orland consist of Interstate 5 (I-5), Highway 32 (Walker Street), and local traffic on City streets, commercial and industrial uses, active recreation areas of parks, outdoor play areas of schools, auto racing events at the fairgrounds, and occasional railroad operations on the California Northern Railroad.

DEFINITIONS

Noise evaluation is one of the more technical components of the general plan. The purpose of the element is to minimize negative effects of noise within the community. However, each individual experiences noise differently due to variations in hearing ability. Also, how often noise occurs and the time of day it occurs affect the impact a noise source will have on the community.

The following terms are commonly used to define the impact that a given noise source will have on the community.

Ambient noise: Ambient noise refers to the total noise associated with an environment.

Decibel (dB): dB is an objective measure of the pressure that sound waves generate. Decibels may be measured with a noise meter.

A-Weighted Decibel Levels (dBA): dBA refers to a filtered noise meter measurement which stimulates how people perceive noise.

Energy-Equivalent Level (L_{eq}): L_{eq} measures individual noises for a period of time (typically one hour) and determines the average noise level.

Day-Night Average Noise Level (L_{dn}): L_{dn} is a formula based on L_{eq} values which is weighted to reflect the greater significance of noise at night (10 pm to 7 am).

Community Equivalent Noise Level (CNEL): CNEL is a more sophisticated version of L_{dn} which also values evening noise (7 pm to 10 pm) as more significant. Typically, results of CNEL and L_{dn} analysis for a given situation are very similar.

NOISE MEASUREMENT

Noise is often defined simply as unwanted sound, and thus is a subjective reaction that will vary from person to person. Noise descriptors have been developed to assist with correlating objective measurements of sound to the general public's reaction to noise.

Ambient noise level is the total noise associated with a given environment. Ambient noise is generally measured in A-weighted decibels (dBA). A decibel (dB) is an objective measure of the pressure of sound waves traveling out from a noise source. The dBA refers to a filter within noise measurement devices that corrects the actual sound pressure (dB) and reflects more closely how a person

would perceive the sound. This is necessary to correct for how people perceive sounds at different frequencies.

Noise is typically described over a period of time as the energy-equivalent level (L_{eq}), the day-night average noise level (L_{dn}), and the community equivalent noise level (CNEL). These descriptions are based on formulas that consider how often a noise occurs and at what time a noise occurs. For instance, a train passing through Orland once a day will have less impact than twenty trains per day, which individually generate the same noise level. Also, a noise is considered to have greater impact if it occurs at night when background noise is low and people are sleeping, as compared to a noise which occurs during the day. Both the L_{dn} and the CNEL noise descriptors are commonly used in evaluating noise exposure levels associated with various land uses. Noise modeling techniques and noise measurements were used to develop generalized L_{dn} /CNEL or L_{eq} noise contours for the major roadways, railroads, and fixed noise sources in the City of Orland.

COMMUNITY NOISE SURVEY

To quantify existing noise levels in the quieter parts of the City of Orland, a community noise survey was performed at eight locations which are removed from major noise sources. Two of the eight locations were monitored over a continuous 24-hour period, while the other six locations were each monitored for two short term periods during the daytime hours and one during nighttime hours. (The locations of the noise monitors and the results of the survey are presented in Table 9-3 of this document's Background Report.)

ROADWAY NOISE

The Federal Highway Administration Highway Traffic Noise Prediction Model

(FHWA-RD-77-108) with the Calvenio vehicle noise emission curves was used to predict traffic noise levels within the Orland City Limits. The FHWA Model is the traffic noise prediction model currently preferred by the Federal Highway Administration, the State of California Department of Transportation (Caltrans), and most city and county governments, for use in traffic noise assessment. Although the FHWA Model is in the process of being updated by a more sophisticated traffic noise prediction model, the use of RD-77-108 is considered acceptable for the development of General Plan traffic noise predictions.

Interstate 5 and Highway 32 (Walker St.)

Interstate 5 and Highway 32 are the two most heavily traveled roadways in the City of Orland. The FHWA Model was used with traffic data obtained from published Caltrans traffic counts and Bollard & Brennan, Inc. field surveys to develop L_{dn} contours for Interstate 5 and Highway 32 within the City of Orland. The FHWA Model input data for those roadways is provided in **Appendix A** as **Table A-1**. The distances from the centerlines of the major roadways to the 60 and 65 dB L_{dn} contours are also summarized in **Appendix A** as **Table A-1**.

Many roadways are not contained in **Table A-1**, however these roadways are not major traffic arterials within the City of Orland. In the absence of existing and projected future traffic data for these minor roadways in the City of Orland, the distance to the 60 dB L_{dn} traffic noise contours for these roadways can be estimated using **Figure A-1**, found in **Appendix A**.

RAILROAD NOISE

According to the Railroad Atlas of North America, the railroad tracks in Orland are operated by the California Northern Railroad

(CFNR). The tracks run from north to south and generally parallel 6th Street (Hwy 99 West) as shown on **Figure A-2**, found in **Appendix A**.

According to noise level measurements and field observations conducted by Bollard & Brennan, Inc., this line has relatively few train passages per day. Due to the low number of existing daily railroad operations on the CFNR, railroad noise generation in Orland is not expected to exceed accepted land-use compatibility criteria at noise-sensitive land uses in the City. It is recognized, however, that the use of the railroad warning horns at the roadway crossings results in brief periods of elevated noise levels in the proximity of the tracks.

It is difficult to report existing, or predict future, railroad noise exposure in the City of Orland without knowing if, or to what degree, railroad activity currently exists or may change in the future. **Table A-2** in **Appendix A** was developed to estimate the distances to the 60 and 65 dB Ldn railroad noise contours for various numbers of daily trains in Orland. The **Table A-2** in **Appendix A** data assume that, since this is not a main line, additional railroad operations in Orland would likely occur primarily during daytime hours (7 am to 10 pm). The **Table A-2** in **Appendix A** data also assume a mean railroad sound exposure level (SEL) of 100 dB at a distance of 100 feet.

NON-TRANSPORTATION NOISE SOURCES

The production of noise is a result of many processes and activities, even when the best available noise control technology is applied. Noise exposures within industrial facilities are controlled by Federal and State employee health and safety regulations (OSHA), but exterior noise levels may exceed locally acceptable standards. Commercial,

recreational and public service facility activities can also produce noise which affects adjacent sensitive land uses.

From a land use planning perspective, fixed-source noise control issues focus upon two goals: to prevent the introduction of new noise-producing uses in noise-sensitive areas, and to prevent encroachment of noise-sensitive uses upon existing noise-producing facilities. The first goal can be achieved by applying noise performance standards to proposed new noise-producing uses. The second goal can be met by requiring that new noise-sensitive uses in proximity to noise-producing facilities include mitigation measures to ensure compliance with those noise performance standards.

5.1 GOALS, POLICIES, AND PROGRAMS

Goal 5.1: Protect citizens of Orland from the harmful effects of exposure to excessive noise. Additionally, protect existing noise-sensitive land uses from new uses that would generate noise levels that are incompatible with those uses, and discourage new noise-sensitive land uses from being developed near sources of high noise levels.

Policy 5.1.A: The interior and exterior noise level standards for noise-sensitive areas of new uses affected by traffic or railroad noise sources in the City of Orland are shown in **Table 5-1**, below.

TABLE 5-1
NOISE STANDARDS FOR NEW USES
AFFECTED BY TRAFFIC AND RAILROAD
NOISE

New Land Use	Outdoor Activity Areas L _{dn}	Interior – L _{dn} /Peak Hour Leq (Note 1)	
			Notes
Residential	60-65	45	2, 3, 4
Transient Lodging	65	45	5
Hospitals, Nursing Homes	60	45	6
Theaters, Auditoriums, Music Halls	--	35	
Churches, Meeting Halls, Schools, Libraries, etc.	60	40	
Office Buildings,	65	45	7
Commercial Buildings	65	50	7
Playgrounds, Parks	70	--	
Industry	65	50	7

Notes:

1. For traffic noise within the City of Orland, L_{dn} and peak-hour Leq values are estimated to be approximately similar. Interior noise level standards are applied within noise-sensitive areas of the various land uses, with windows and doors in closed positions.
2. Outdoor activity areas for single-family residential uses are defined as back yards. For large parcels or residences with no clearly identified outdoor activity area, the standard shall be applicable within a 100-foot radius of the residence.
3. For multi-family residential uses, the exterior noise level standard shall be applied at the common outdoor recreation area, such as at pools, play areas, or tennis courts.

4. Where it is not possible to reduce noise in outdoor activity areas to 60 dB L_{dn} or less using a practical application of the best available noise-reduction measures, an exterior noise level of up to 65 dB L_{dn} may be allowed provided that available exterior noise reduction measures have been implemented and interior noise levels are in compliance with this table.
5. Outdoor activity areas of transient lodging facilities include swimming pools and picnic areas.
6. Hospitals are often noise-generating uses. The exterior noise level standards for hospitals are applicable only at clearly identified areas designated for outdoor relaxation by either hospital staff or patients.
7. Only the exterior spaces of the uses designated for employee or customer relaxation have any degree of sensitivity to noise.

Policy 5.1.B: Where the noise level standards for **Table 5-1** are predicted to be exceeded at new uses proposed within the City of Orland which are affected by traffic or railroad noise, appropriate noise mitigation measures shall be included in the project design to reduce projected noise levels to a state of compliance with **Table 5-1** standards.

Policy 5.1.C: Assessment of traffic noise impacts within the City of Orland shall be based on projections of traffic volumes commensurate with cumulative buildout of the City of Orland.

Policy 5.1.D: If future railroad operations occur during nighttime hours (10 pm – 7 am), proposals for the development of new residential uses within 1,000 feet of railroad grade crossings should address noise impacts in terms of the potential for sleep disturbance in addition to the **Table 5-1** standards.

Policy 5.1.E: If an acoustical analysis is required by the City of Orland to assess compliance with the City's Noise Element standards, it shall be prepared in accordance with **Table 5-3**, Requirements for Acoustical Analyses Prepared in Orland.

TABLE 5-2
REQUIREMENTS FOR ACOUSTICAL
ANALYSES PREPARED IN ORLAND

An acoustical analysis prepared pursuant to the Noise Element shall:
1. Be the responsibility of the applicant.
2. Be prepared by qualified persons experienced in the fields of environmental noise assessment and architectural acoustics.
3. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
4. Estimate existing and projected (cumulative City buildout) noise levels in terms of the Standards of Tables 5-1 and 5-2 , and compare those levels to the adopted policies of the Noise Element.
5. Recommend appropriate mitigation to achieve compliance with the adopted policies and standards of the Noise Element. Where the noise source in question consists of intermittent single events, the report must address the effects of maximum noise levels in sleeping rooms evaluating possible sleep disturbance.
6. Estimate interior and exterior noise exposure after the prescribed mitigation measures have been implemented.
7. Describe the post-project assessment program which could be used to evaluate the success of mitigation measures.

Policy 5.1.F: The interior and exterior noise level standards for noise-sensitive areas of new uses affected by non-transportation noise sources in the City of Orland are shown by **Table 5-3**, below.

TABLE 5-3
NOISE STANDARDS FOR NEW USES
AFFECTED BY NON-TRANSPORTATION
NOISE

New Land Use	Outdoor Activity Area - Leq		Interior - Leq	
	Daytime	Nighttime	Day & Night	Notes
All Residential	50	45	35	1, 2, 7
Transient Lodging	55	--	40	3
Hospitals, Nursing Homes	50	45	35	4
Theaters and Auditoriums	--	--	35	
Churches, Meeting Halls, Schools, Libraries, etc.	55	--	40	
Office Buildings	55	--	45	5, 6
Commercial Buildings	55	--	45	5, 6
Playgrounds, Parks, etc.	65	--	--	6
Industry	65	65	50	5

Notes:

1. *Outdoor activity areas for single-family residential uses are defined as back yards. For large parcels or residences with no clearly identified outdoor activity area, the standard shall be applicable within a 100-foot radius of the residence.*
2. *For multi-family residential uses, the exterior noise level standard shall be applied at the common outdoor recreation area, such as at pools, play areas, or tennis courts. Where such areas are not provided, the standards shall be applied at individual patios and balconies of the development.*

3. *Outdoor activity areas of transient lodging facilities include swimming pool and picnic areas, which are not commonly used during nighttime hours.*
4. *Hospitals are often noise-generating uses. The exterior noise levels standards for hospitals are applicable only at clearly identified areas designated for outdoor relaxation by either hospital staff or patients.*
5. *Only the exterior spaces of those uses designated for employee or customer relaxation have any degree of sensitivity to noise.*
6. *The outdoor activity areas of office, commercial, and park uses are not typically utilized during nighttime hours.*
7. *It may not be possible to achieve compliance with this standard at residential uses located immediately adjacent to loading dock areas of commercial uses while trucks are unloading. The daytime and nighttime noise level standards applicable to loading docks shall be 55 and 50 dBA Leq, respectively.*

Program 5.1.F.1: The **Table 5-2** standards shall be reduced by 5 dBA for sounds consisting primarily of speech or music, and for recurring impulsive sounds.

Program 5.1.F.2: If the existing ambient noise level exceeds the standards of **Table 5-2**, then the noise level standards shall be increased at 5 dBA increments to encompass the ambient noise.

Policy 5.1.G: The **Table 5-2** standards are applied to both new noise-sensitive land uses and new noise-generating uses, with the responsibility for noise mitigation placed on the new use.

Policy 5.1.H: Where the noise level standards of **Table 5-2** are predicted to be exceeded at new uses proposed within the City of Orland which are affected by or include non-

transportation noise sources, appropriate noise mitigation measures shall be included in the project design to reduce projected noise levels to a state of compliance with **Table 5-2** standards.

Policy 5.1.J: Noise associated with construction activities shall be exempt from the noise standards cited in **Table 5-2**.

Policy 5.1.K: Construction activities shall be limited to the hours of 7 am to 5 pm unless an exemption is received from the City to cover special circumstances.

Policy 5.1.L: All internal combustion engines used in conjunction with construction activities shall be muffled according to the equipment manufacturer's requirements.



Craftsman / Colonial Home at 1st and Colusa

Introduction

- 6.1 Background
- 6.2 Issues
- 6.3 Policy Plan

INTRODUCTION

The Housing Element of the Orland General Plan is intended to direct residential development and renewal efforts in ways that are consistent with the overall economic and social values of the City and that work towards achievement of the State goal of accommodating the housing needs of Californians at all economic levels. The residential character of the City is, to a large extent, dependent upon the variety of its housing units, their location and their maintenance.

The Housing Element is the City's official response to findings by the State Legislature that availability of decent housing and a suitable living environment for every Californian is a high priority. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet those needs, local government may be more effective in dealing with the housing needs of its needs.

By State law, the Housing Element must be reviewed and revised if necessary at least once every five years (California Government Code Section 65588). The City adopted its current Housing Element in 1998. Since the current Housing Element does not need to be reviewed until 2003, it is incorporated within this General Plan update with few changes, mainly updates of data based upon the 2000 U.S. Census. The updated data will provide the basis for future review and revision of the Housing Element.

AUTHORITY

Section 65580 *et seq.* of the California Government Code contains directives for the preparation of local housing elements.

HOUSING ELEMENT RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS, ADMINISTRATIVE PRACTICES AND RELATED PROGRAMS

The Housing Element of the General Plan is only one part of the City's planning Program. There are many interrelationships with other program activities that limit, augment and implement policies and goals of the Housing Element.

State Planning Law

State law requires all local jurisdictions to adopt and maintain a general plan that incorporates a statement of development policies and seven required elements (land use, circulation, open space, conservation, safety, noise and housing). The law also requires the plan to be internally consistent, to have zoning conformance (except for charter cities), and to not be amendable at will. Additionally, Government Code Section 65300.7 provides that local agencies may prepare their general plans to accommodate local conditions and circumstances, while meeting the law's minimum requirements.

Local General Plans

The general plan should be comprehensible to the public. To meet this test, it should not be long or complicated. It is not intended to present a full array of all City programs, conditions and circumstances to fully satisfy a comprehensive understanding by people not reasonably familiar with local and State laws. A local plan will not typically identify all linkages in City programs and processes that may impact a plan policy or program.

General Plan Consistency

The California Government Code requires that general plans contain an integrated, internally consistent set of policies. When any one element of the General Plan is revised, and especially when new policies and priorities are proposed, the other elements must be reviewed to ensure that internal consistency is maintained.

Zoning Conformance

Zoning ordinances are commonly used to implement general plans. General law cities, such as Orland, must assure that the zoning ordinance furthers the purposes and intent of the General Plan and does not contain language or zoning designations that are contrary to the General Plan.

HOUSING ELEMENT ORGANIZATION

Government Code Section 65583 requires the Housing Element to include these basic components:

1. A review of the previous Housing Element's goals, policies, programs and objectives to ascertain the effectiveness of each factor and the overall effectiveness of the element. Revise the update based upon the results of the review.
2. An assessment of housing needs and an inventory of resources and

constraints relevant to the meeting of these needs.

3. A statement of the community's goals, quantified objectives and policies relevant to the maintenance, improvement and development of housing.
4. A program that sets forth a five-year schedule of actions the City is undertaking or intends to undertake to implement the policies and to achieve the goals and objectives of the Housing Element through the administration of land use and development controls, provision of regulatory concessions, and the utilization of appropriate federal and state financing and subsidy programs when available.

This Housing Element is composed of three distinct sections:

Background, which describes existing conditions and provides data on population and housing for the City of Orland;

Issues, which analyzes housing affordability, social and physical conditions, and constraints and opportunities in the City of Orland; and

Policy Plan, which contains the evaluation of the previous Housing Element and sets forth goals, quantified objectives, policies and programs for the City of Orland Housing Element.

6.1 BACKGROUND

POPULATION AND HOUSING UNITS

Housing information presented in this section, unless otherwise stated, refers to the

City of Orland. The population of Orland has grown substantially since 1980, at an average annual rate of 2.5 percent. A review of U.S. Census data indicates that the housing stock in the City expanded by 583 units during the period 1980-2000, an average annual increase of approximately 29 units (Table 6-1).

TABLE 6-1
TOTAL HOUSING STOCK, 1980-2000

Year	Number of Units	Percent Change
1980	1,757	-
1990	2,008	+14.3%
2000	2,340	+16.5%

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

An examination of census data provides insight into the demand for different types of dwelling units within the City. The three basic types of housing units for which data are presented include single-family units, multiple family units (which range in size from duplexes to larger apartment complexes), and mobile homes located in mobile home parks and on individual lots. The predominant type of dwelling unit in Orland continues to be the conventional single-family residence, followed by multiple family units. The percentage of single-family dwellings declined slightly from 78.4 percent in 1980 to 73.9 percent in 1990, but rebounded to 75.9 percent in 2000 (Table 6-2).

TABLE 6-2
TOTAL DWELLING UNITS
BY TYPE OF STRUCTURE, 1980-2000

Dwelling Type	1980 Units	1990 Units	2000 Units	1980-2000 Change
Single-family	1,377	1,484	1,777	+29.1%
Multi-family	363	425	531	+46.3%
Mobile homes, other	17	99 ¹	32	+88.2%
Total	1,757	2,008	2,340	+33.2%

¹ The City of Orland questions the accuracy of the 1990 figure.

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

A comparison of the growth rates of the three dwelling types in Orland illustrates the change in distribution of dwelling type. From 1980 to 2000, single-family dwellings increased by only 29.1 percent, while multiple family units increased by 46.3 percent and the number of number of mobile homes increased by 88.2 percent, partially explained by annexation of a recreational vehicle/trailer park. The percentage of the local housing stock comprised of mobile homes, both in parks and on individual lots, has historically been low in Orland. The percentage of mobile homes increased from 0.9 percent of the housing stock in 1980 to 4.9 percent in 1990, according to 1990 Census data. However, the City questions the accuracy of these numbers. Observations by City staff and a housing condition survey conducted in 1991 by the Community Housing Improvement Program (CHIP) indicate a smaller total of mobile homes in the City. The 2000 Census figures, which show the percentage of housing stock comprised of mobile homes at 1.4 percent, appear to confirm the City's belief about the 1990 figures.

Before current housing needs can be understood and future needs anticipated, housing occupancy characteristics must be identified. An analysis of housing size, household growth, tenure and vacancy trends complements the previous analysis of population and housing characteristics during the same period.

A review of available data shown in Table 6-3 indicates that the number of households in Orland increased by 618 during the period 1980-2000, a 39.3 percent increase. The small increase in the average household size in Orland during the time period is contrary to a statewide trend towards smaller households. U.S. Census data indicate that the average household size increased from 2.5 persons per

household in 1980 to 2.6 persons in 1990 and to 2.9 persons in 2000 (Table 6-4).

TABLE 6-3
TOTAL HOUSEHOLDS, 1980-2000

Year	Number of Households	Percent Change
1980	1,572	-
1990	1,913	+21.7%
2000	2,190	+14.5%

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

TABLE 6-4
AVERAGE NUMBER OF PERSONS
PER OCCUPIED DWELLING UNIT,
1980-2000

Year	Average Household Size	Percent Change
1980	2.5	-
1990	2.6	+4.0%
2000	2.9	+11.5%

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

The rate of home ownership within Orland decreased slightly during the 1980-1990 time period from 65.2 percent in 1980 to 59.8 percent in 1990, as shown in Table 6-5. The trend did stabilize during the 1990s, with the 2000 U.S. Census showing a slight increase. The statewide trend is towards a decreased rate of home ownership, due to the increased cost of housing.

TABLE 6-5
HOUSING TENURE, 1980-2000

Year	Owner Occupied	Percent	Renter Occupied	Percent
1980	1,025	65.2%	547	34.8%
1990	1,144	59.8%	769	40.2%
2000	1,312	59.9%	878	40.1%

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

The vacancy rate is a measure of the general availability of housing. It also indicates how well the types of units available meet the current housing market demand. The 1990 vacancy rate was 1.0 percent for owner-occupied units and 3.3 percent for renter-

occupied units. For 2000, the vacancy rate was 1.9 percent for owner-occupied units and 4.5 percent for renter-occupied units. This indicates a slight improvement in vacancy rates.

HOUSING CONDITIONS

A housing condition survey of the City of Orland was conducted in 1991 by CHIP. This survey was conducted to assess the condition of the City's housing stock for the purposes of updating the City's Housing Element, and as the first step required to proceed with the application process for housing improvement funding from a variety of sources. The survey determined the total number of housing units, the number of substandard housing units, and the degree to which the substandard housing units are in need of rehabilitation. An updated Housing Conditions Survey was conducted in February 1996 by the Community Action Division of Glenn County's Human Resources Agency.

The survey methodology used was developed from a standard State of California Department of Housing and Community Development (HCD) Community Development Block Grant (CDBG) program survey format. Housing units assessed using the HCD format are rated utilizing the following categories:

Sound - A housing unit was considered to be "sound" if there were only minor cosmetic problems associated with its appearance.

Minor - Housing units rated as "minor" may be structurally sound but show signs of deferred maintenance or upkeep. The dwelling may need minor repair or maintenance of its roof, siding, windows and/or doors.

Moderate - A "moderate" unit requires the repair or replacement of more than one of the rated systems. This category varies widely, from a unit needing a roof replaced and new siding to one that needs the replacement of the roof, windows and doors.

Substantial - "Substantial" rehabilitation of a unit involves the replacement of several major systems, such as a complete replacement of the roof, foundation, siding, windows and doors.

Dilapidated - If a unit is in such a state of major disrepair that all building components need to be completely replaced or the building needs to be razed, it is considered to be "dilapidated."

Dwelling units were visually assessed from the street. The rating tool was used to assess the foundation, roofing, siding, windows and door systems according to their visual condition. The survey instrument, individual housing unit ratings, and maps for the 1991 survey are included in Appendix A of the CHIP Housing Condition Report (November 1991). This information for the 1996 survey is included in Section 1 and the Appendix of the Glenn County HRA Housing Condition Survey (March 1996).

In 1991, the City had 2,112 housing units (California Department of Finance) and the survey included all units. In 1996, the City had 2,200 housing units (1995 California Department of Finance) and the survey included 1,457 non-multiple family units. The 1,457 units represent 66 percent of the total housing units, and is considered an accurate comparison of the housing units in the City of Orland. While **Tables 6-6 through 6-9** only reflect actual data from the survey, **Tables 6-6A through 6-9A** have been added to represent the condition of the total 2,200

housing units as extrapolated from the survey results.

TABLE 6-6
HOUSING CONDITION SURVEY RESULTS

Housing Type	Sub-standard	Standard	Total	%
Single-family units	569	878	1,447	99.4%
Multi-family units (2-4)	3	3	6	0.4%
Multi-family units (>5)	0	0	0	0%
Mobile homes	2	2	4	0.2%
Total	574	883	1,457	100.0%

Source: Housing Condition Report, 1996.

TABLE 6-7
**HOUSING CONDITION SURVEY,
SUBSTANDARD HOUSING UNITS**

Housing Type	Substandard Units	Percent - Category Units	Percent - All Units
Single-family units	569	39.3%	39.05%
Multi-family units (2-4)	3	50%	<1%
Multi-family units (>5)	Did not survey	-	-
Mobile homes	2	50%	<1%
Total	574		39.4%

Source: Housing Condition Report, 1996.

TABLE 6-8
**HOUSING CONDITION SURVEY,
CONDITION OF SUBSTANDARD UNITS**

Condition	Number of Units	Percent of Units
In need of minor rehabilitation	380	66.2%
In need of moderate rehabilitation	177	30.8%
In need of substantial rehabilitation	3	0.6%
Dilapidated (not suitable for rehab.)	14	2.4%
Total Substandard Units	574	100.0%

Source: Housing Condition Report, 1996.

TABLE 6-9
HOUSING CONDITION SURVEY,
CONDITION OF SUBSTANDARD
SINGLE-FAMILY UNITS

Condition	Number of Units	Percent of Units
In need of minor rehabilitation	376	66.1%
In need of moderate rehabilitation	176	30.9%
In need of substantial rehabilitation	3	0.5%
Dilapidated (not suitable for rehab.)	14	2.5%
Total Substandard Units	569	100.0%

Source: Housing Condition Report, 1996.

TABLE 6-6A
HOUSING CONDITION SURVEY,
EXTRAPOLATED RESULTS

Housing Type	Sub-standard	Standard	Total	Percent
Single-family units	633	978	1,611	73.2%
Multi-family units (2-4)	8	293	301	13.7%
Multi-family units (>5)	12	187	199	9.0%
Mobile homes	44	45	89	4.1%
Total	697	1,503	2,200	100.0%

Source: Housing Condition Report, 1996.

TABLE 6-7A
HOUSING CONDITION SURVEY,
SUBSTANDARD HOUSING UNITS,
EXTRAPOLATED RESULTS

Housing Type	Substandard Units	Percent - Category Units	Percent - All Units
Single-family units	633	39.3%	28.8%
Multi-family units (2-4)	8	2.7%	<1%
Multi-family units (>5)	12	6.0%	<1%
Mobile homes	44	49.4%	2.0%
Total	697		39.4%

Source: Housing Condition Report, 1996.

TABLE 6-8A
HOUSING CONDITION SURVEY,
CONDITION OF SUBSTANDARD UNITS,
EXTRAPOLATED RESULTS

Condition	Number of Units	Percent of Units
In need of minor rehabilitation	461	66.2%
In need of moderate rehabilitation	215	30.8%
In need of substantial rehabilitation	4	0.6%
Dilapidated (not suitable for rehab.)	17	2.4%
Total Substandard Units	574	100.0%

Source: Housing Condition Report, 1996.

TABLE 6-9A
HOUSING CONDITION SURVEY,
CONDITION OF SUBSTANDARD
SINGLE-FAMILY UNITS,
EXTRAPOLATED RESULTS

Condition	Number of Units	Percent of Units
In need of minor rehabilitation	420	66.4%
In need of moderate rehabilitation	195	30.8%
In need of substantial rehabilitation	3	0.5%
Dilapidated (not suitable for rehab.)	15	2.3%
Total Substandard Units	633	100.0%

Source: Housing Condition Report, 1996.

A review of the surveys raised questions regarding the dramatic difference in the number of substandard units reflected in the 1991 survey versus the 1996 survey, as reflected in **Table 6-10** below:

TABLE 6-10
COMPARISON OF RESULTS OF 1991 AND
1996 SURVEYS

Category	1991	1996	Extra. 1996
In need of minor rehab.	105	380	461
In need of moderate rehab.	62	177	215
In need of substantial rehab.	10	3	4
Dilapidated	7	14	17
Total substandard units	184	574	696
Total units suitable for rehab.	177	560	680

Figures may not add to totals due to rounding.

In 1996, 697 units (31.68 percent of the total 2,200 units) were substandard and 680 units (30.91 percent of the total) were suitable for rehabilitation. This represents an increase from 184 substandard units (8.71 percent of the total 2,112 units) in 1991. This increase, however, was predicted by the 1991 report. The report stated:

"According to the 1980 census, 21% of the housing units in Orland were built prior to 1939 and 70% were built prior to 1970. Based upon the survey (1991) and considering their age, most of the single-family housing units are in good condition throughout the City. However, as these older homes age over the next few years, they will rapidly fall into the substandard category."

It is evident that, as predicted, there has been a considerable change in the condition of single-family housing units. Another contributing factor is that the City of Orland has had two years of unusual and severe weather conditions. Recent flooding and high winds have done extensive damage to foundations and roofs.

Overall, 31.7 percent of all housing units in the City of Orland are substandard. The percent of substandard homes in each

category is 39.3 percent of single-family homes, 2.7 percent of multi-family units (2-4 units), 6 percent of multi-family units (5+ units), and 49.4 percent of mobile homes (Table 6-7A). As shown in Table 6-6A, there are 697 substandard housing units in Orland. 633 are single-family units, 8 are multi-family units (2-4 units), 12 are multi-family units (5+ units), and 44 are mobile homes. The majority of the overall 697 substandard housing units (461, or 66.2 percent) were found to be in need of minor rehabilitation. 215 (30.8 percent) needed moderate rehabilitation; 4 (0.6 percent) needed substantial rehabilitation and 17 (2.4 percent) were dilapidated (Table 6-8A).

420 (66.4 percent) of the 633 substandard housing units needed minor rehabilitation; 195 (30.8 percent) needed moderate rehabilitation; 3 (0.5 percent) needed substantial rehabilitation and 15 (2.3 percent) were dilapidated (Table 6-9A).

19 of the 20 substandard multi-family units needed minor rehabilitation and 1 is dilapidated (Table 6-11). 22 of the 44 substandard mobile homes needed minor rehabilitation; 20 needed moderate rehabilitation; 1 needed substantial rehabilitation and 1 is dilapidated (Table 6-12). Mobile homes represent the highest percentage of substandard units in a particular category (49.4 percent). Those mobile homes without foundations were automatically considered substandard, according to the survey methodology.

TABLE 6-11
HOUSING CONDITION SURVEY,
CONDITION OF SUBSTANDARD
MULTI-FAMILY UNITS

Condition	Number of Units	Percent of Units
In need of minor rehabilitation	19	95%
Dilapidated (not suitable for rehab.)	1	5%
Total Substandard Units	20	100%

Source: Housing Condition Report, 1991.

TABLE 6-12
HOUSING CONDITION SURVEY,
CONDITION OF SUBSTANDARD
MOBILE HOME UNITS

Condition	Number of Units	Percent of Units
In need of minor rehabilitation	22	50%
In need of moderate rehabilitation	20	45%
In need of substantial rehabilitation	1	2.5%
Dilapidated (not suitable for rehab.)	1	2.5%
Total Substandard Units	44	100%

Source: Housing Condition Report, 1991.

Table 6-13 shows that 12.5 percent of the total housing units in Orland were overcrowded in 2000, compared to 8.4 percent in 1990 and 4.4 percent in 1980. The U.S. Census Bureau defines overcrowded housing units as those with an excess of 1.00 person per room average. The extent of the overcrowding problem in Orland is shown in the above-referenced table. There was a significant increase in the percentage of owner-occupied units that are overcrowded. Approximately 11.0 percent of owner-occupied units in the City were overcrowded, compared with just 4.9 percent in 1990 and 2.1 percent in 1980.

TABLE 6-13
OVERCROWDING, 1980-2000

	Total Housing Units	Over-crowded Units	Incidence of Over-crowding
<i>1980 Housing Units (Occupied)</i>			
Owner	1,025	22	2.1%
Renter	547	47	8.5%
Total	1,572	69	4.4%
<i>1990 Housing Units (Occupied)</i>			
Owner	1,144	57	4.9%
Renter	769	104	13.5%
Total	1,913	161	8.4%
<i>2000 Housing Units (Occupied)</i>			
Owner	1,351	149	11.0%
Renter	872	128	14.7%
Total	2,223	277	12.5%

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

SPECIAL NEEDS

State housing law requires that the special needs of certain disadvantaged groups be addressed in the Housing Element. The needs of the elderly, disabled, large families, female heads of household and farm workers are described below.

Table 6-14 indicates that 828 residents, or 13.2 percent of the total population, were 65 years of age or older in 2000, compared to 856 persons (16.9 percent) in 1990 and 634 persons (15.7 percent) in 1980.

TABLE 6-14
ELDERLY POPULATION, 1980-2000

Year	Number Age 65+	Percent of Total
1980	634	15.7%
1990	856	16.9%
2000	828	13.2%

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

Table 6-15 indicates the number of persons in the City that had disabilities that either restricted working or restricted them from using public transportation. It should be noted that the listing of those persons with transportation disabilities also includes a large number of persons 65 years of age or older.

As indicated, 11.7 percent of the Orland population has work limitations because of a disability. Figures for transportation disabilities for 1990 and 2000 are not available.

TABLE 6-15
DISABLED POPULATION, 1980-2000

Year	Worker Disability	Percent of Pop.	Transport Disability	Percent of Pop.
1980	162	4.0%	70	1.7%
1990	593	11.7%	N/A	N/A
2000	566	9.0%	N/A	N/A

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

Large families are indicative of those households that require larger dwellings to meet their housing needs. **Table 6-16** indicates the numbers and percentages of those households that had five or more members in 1980-1990 (Figures from the 2000 U.S. Census are not yet available).

TABLE 6-16
LARGE FAMILIES, 1980-1990

	Total Housing Units	Large Families	Rate of Large Families
<i>1980 Housing Units (Occupied)</i>			
Owner	1,025	99	9.6%
Renter	547	54	9.8%
Total	1,572	153	9.7%
<i>1990 Housing Units (Occupied)</i>			
Owner	1,144	122	10.7%
Renter	769	84	10.9%
Total	1,913	206	10.8%

2000 U.S. Census data not available.

Source: U.S. Census of Population and Housing, 1980, 1990.

Families with female heads of household experience a higher-than-average incidence of poverty. **Table 6-17** lists the numbers and percentages of female-headed households for 1980-2000.

TABLE 6-17
FEMALE HEADS OF HOUSEHOLD,
1980-2000

Year	Female-Headed Families*	Total Households	Percent of Total Households
1980	112	1,572	7.1%
1990	191	1,913	10.0%
2000	217	2,190	9.9%

* 2 or more persons per household.

Source: U.S. Census of Population and Housing, 1980, 1990, 2000.

6.2 ISSUES

BACKGROUND

In 1983, the City of Orland adopted the *Tri-County Housing Element*, which was prepared by the Tri-County Planning Council. The *Tri-County Housing Element* was a regional approach to meeting State and local housing objectives through a cooperative effort between Glenn, Colusa and Tehama Counties and the cities within those counties. This served as the City's Housing Element until 1984, when a revision was undertaken to reflect specific changes for the City of Orland. The counties and other cities are responsible for maintaining their own respective housing elements. In 1990, the City amended the Housing Element to extend its time frame from 1990 to 1992. In 1996, the Housing Element was amended to include data from the 1996 Housing Condition Survey. The current Housing Element was adopted by the City in 1998.

Unlike other General Plan elements, the time frame for adoption and updates of housing elements is specified in State law. The City of Orland is required to adopt a Housing Element that has a planning period of five years (1998-2003).

SPECIFIC CONCERNS

Provision for Existing and Projected Housing Needs for All Economic Segments of the Community

Like most other areas of the state, the City of Orland's goal of providing a decent home and suitable living environment for every family has not yet been achieved. The following analysis of current housing conditions documents the City's housing needs relative to various segments of the population.

Housing need is a complex issue, consisting of at least three major components: Housing affordability, housing quality and housing quantity. In addition, certain segments of the population have traditionally experienced unusual difficulty in obtaining adequate housing. Those unusual difficulties experienced by the elderly, the handicapped, female heads of household, large families, the homeless and farmworkers are discussed as special housing needs in this section. Section 6.2 of this Housing Element contains a community profile with 1980, 1990, 1996 and 2000 data on the existing housing stock, housing types, total households, average household size, housing tenure, housing condition, overcrowding, elderly and disabled population, large families and female heads of household.

Targeting of Most Serious Needs*Housing Affordability*

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to expand housing opportunities to all economic segments of the community. A primary State goal is the provision of a decent home and a satisfying environment that is affordable. The private sector generally responds to the majority of the community's housing needs through the production of market-rate housing. There are

many components involved in housing costs. Some of these factors can be controlled at the local level; others cannot. The City can establish a goal to adopt local policies and procedures that do not unnecessarily add to housing costs. The existing housing stock in Orland consists predominantly of low- and moderate-income housing.

Some of the effects or problems that result from increased housing costs include the following:

Declining Rate of Homeownership. As housing prices and financing rates increase, fewer people can afford to purchase homes. Households with median and moderate incomes that traditionally purchased homes compete with less advantaged households for rental housing. This can be expected to result in lower vacancy rates for apartment units and higher rents. By the same token, stable housing prices and lower financing rates result in greater numbers of people who qualify to purchase homes.

Overpayment. When housing prices rise, lower-income households must be satisfied with less house for the available money. This can result in overcrowding, which places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions that contribute to both deterioration of the housing stock and neighborhoods. Buying a new home has become a major obstacle for many families, particularly first-time home buyers.

The 2000 Census provides information regarding the number of Orland residents overpaying, defined as paying more than 25 percent of their income for housing. **Tables 6-18 and 6-19** present the number of households that are overpaying, by tenure. Lower-income households are defined as those at or below 80 percent of median

TABLE 6-18
HOUSEHOLD INCOME BY MONTHLY OWNER COSTS AS A PERCENTAGE OF
HOUSEHOLD INCOME
(SPECIFIED OWNER-OCCUPIED HOUSING UNITS)

Household Income	Percentage of Income					Total
	0-19%	20-24%	25-29%	30-34%	35% +	
Less than \$10,000	18	9	0	9	56	109*
\$10,000 - \$19,999	68	16	40	16	71	211
\$20,000 - \$34,999	174	42	62	12	68	358
\$35,000 - \$49,999	120	61	41	19	7	248
\$50,000 or more	286	35	13	0	0	334

* Percentages not computed for some units.

Source: U.S. Census of Population and Housing, 2000.

TABLE 6-19
HOUSEHOLD INCOME BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME
(SPECIFIED RENTER -OCCUPIED HOUSING UNITS)

Household Income	Percentage of Income					Total
	0-19%	20-24%	25-29%	30-34%	35% +	
Less than \$10,000	10	0	35	9	113	190*
\$10,000 - \$19,999	51	40	10	46	111	276*
\$20,000 - \$34,999	22	91	22	23	16	174
\$35,000 - \$49,999	71	19	0	0	0	90
\$50,000 or more	116	7	0	0	0	123

* Percentages not computed for some units.

Source: U.S. Census of Population and Housing, 2000.

income. The median household income for Orland was \$27,973; 80 percent of median income would be \$22,378. Therefore, both the first and second categories (less than \$10,000 and \$10,000-\$19,999) and approximately 16 percent of the third category (\$20,000-\$34,999) in the tables include the lower-income households, and the three categories showing lower-income households paying 25 percent or more of their income for housing represent those overpaying. A total

of 215 lower-income households in Orland, or 17.1 percent of all owner households, are therefore determined to be overpaying. This is a decrease from 18.8 percent in 1990. If 30 percent of income is used as the measure of overpayment, the figures are 165 and 13.1 percent, respectively. This is relatively unchanged from 13.2 percent in 1990.

For renter households, 334 lower-income households (38.2 percent) are paying over 25

percent of household income for housing, a decrease from 46.5 percent in 1990. 285 households (32.6 percent) are paying over 30 percent for housing, a decrease from 37.4 percent in 1990. Not surprisingly, the number and percentage of renter households overpaying is significantly greater than the number and percentage of owner households overpaying.

The 1991 study prepared by CHIP, *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties*, reported that 92 percent of migrant farmworkers are paying 37 percent or more of their income for housing costs. The study concludes that migrant workers are paying an excessive amount of their income on housing needs as compared to the overall County average. Figures for Orland alone are not available.

One indicator of need for ownership housing affordable to low-income households has been the response to CHIP's most recent self-help housing development. For a total of 40 units, CHIP received approximately 500 inquiries and 220 applications (Elizabeth Moore, Executive Director, CHIP, pers. comm., December 1992).

Overcrowding. As previously described in Section 6.2, 12.5 percent of the total housing units within Orland were overcrowded in 2000, with 11.0 percent of owner units and 14.7 percent of renter units overcrowded.

Overcrowding is often reflective of one of three conditions: a family or household living in too small a dwelling, a family housing extended family members (e.g., grandparents or grown children and their families living with parents), or a family renting inadequate living space to non-family members (e.g., families renting to migrant farmworkers). Whatever the cause of overcrowding, there appears to be a direct link to housing

affordability. Either homeowners/renters with large families are unable to afford larger dwellings, older children wishing to leave home cannot do so because they cannot qualify for a home loan or are unable to make rental payments, grandparents on fixed incomes are unable to afford suitable housing or have physical handicaps that require them to live with their children, families with low incomes may permit overcrowding to occur in order to derive additional income, or there is an insufficient supply of housing units in the community to accommodate the demand. In Orland, due to local cultural and religious traditions, the percentage of households with large families is rather high, but that does not indicate that the household is low-income.

Special Needs

State housing law requires that the special needs of certain disadvantaged groups be addressed. The needs of the elderly, handicapped, large families, and female heads of household are described below. The needs of farmworkers and migrant workers are described later in this section.

Elderly Persons

The special housing needs of the elderly are an important concern, since they are likely to be on fixed incomes or have low incomes. Besides this major concern, the elderly maintain special needs related to housing construction and location. The elderly often require ramps, handrails, lower cupboards and counter, etc., to allow greater access and mobility. They may also need special security devices for their homes to allow greater self-protection. The elderly have special locational needs, including access to medical and shopping services and public transit. In some instances, the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may need assistance to make home repairs.

While not limited to the elderly, Glenn County's weatherization program helps meet the housing needs of elderly residents. According to the Glenn County Community Services Department, 102 units in the City of Orland were weatherized in 1989, 196 units in 1990, 362 units in 1991 and 32 units in 1992. The large number of units weatherized in 1991 was the result of a contract with Pacific Gas and Electric Company (PG&E) known as the Energy Partners Program. The Department anticipates that the number of units that will be weatherized in future years will be close to the number of units weatherized in 1992 (32 units).

Table 6-14 of Section 6.2 indicates that 828 residents, or 13.2 percent of the City population, were age 65 or over in 2000, as compared with 856 residents (16.9 percent) in 1990 and 634 residents (15.7 percent) in 1980. This is counter to a national and statewide trend toward a growing elderly population. Aside from an actual reduction in elderly residents, the proportional decrease in the City's elderly population may also be explained by a larger number of residents under the age of 65.

Disabled Persons

There are many types of disabilities, and definitions are not simple. Local governments utilize the definition of "handicapped" person as contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement.

Disabled persons often require specially designed dwellings to permit free access, not only within the dwelling, but also to and from the site. Special modifications to permit free access are very important. Title 24 of the California Administrative Code mandates that public buildings, including motels and hotels, require that structural standards permit wheelchair access. Rampways, larger door

widths, restroom modifications, etc., enable free access to the handicapped. Such standards are not mandatory for new single-family or multi-family residential construction.

Like the elderly, the disabled also have special locational needs. Many desire to be located near public facilities and transportation facilities that provide services to the disabled.

Table 6-15 indicates the number of persons that had disabilities that either restricted them from working or from using public transportation (1980 only). It should be noted that the listing of those persons with transportation disabilities includes a large number of persons 65 years of age and older. The table indicates that 9.0 percent of Orland residents unable to work because of a disability in 2000, up from 4 percent in 1980 but down from 11.7 percent in 1990. These statistics give only a general idea of the problem and are not conclusive.

Large Family Households

Large families are indicative of those households that require larger dwellings to meet their housing needs. **Table 6-16** of Section 6.2 indicates the number and percentages of those households that had five or more members in 1980 and 1990 (2000 figures are not yet available). In Orland, 10.7 percent of owner households had 5 or more persons in 1990, as compared to 10.9 percent of renter households. As previously discussed in the subsection on overcrowding, local cultural and religious traditions result in a relatively high percentage of large families and overcrowded households. However, this does not indicate that the household is low-income.

Female Heads of Household

Families with female heads of households often experience a high incidence of poverty. Orland had 217 female-headed households with one or more children in 2000, compared

with 191 in 1990 and 112 in 1980. **Table 6-17** of Section 6.2 lists the numbers and percentages for 1980-2000.

Information available from the Glenn County Human Resources Agency, Social Services Division on households receiving housing assistance is not broken out between the cities and the unincorporated area. According to the Social Services Division, there are 654 female-headed households in Glenn County receiving Aid to Families with Dependent Children (AFDC) in December 1992, the most recent year that data are available. The number of those households residing in Orland is estimated by the City to be 131. For the County as a whole, there are 65 Section 8 existing housing vouchers for rental assistance, with a waiting list of 117.

Homeless

Housing programs for the homeless are generally targeted for two client groups:

- Local residents in need of emergency and/or long-term shelter.
- Transients. Transients requiring housing generally only require short-term or emergency shelter.

No homeless individuals were counted by the 1990 Census within the City of Orland. An inventory of homeless persons in the unincorporated portions of Glenn County was conducted by the Glenn County Sheriff's Department during the first two weeks of September 1991. The Sheriff's Department conducted this survey between the hours of 2:00 a.m. and 6:00 a.m. every day. The survey identified two male persons camping within automobiles. However, these individuals appeared to be transient since they did not remain at the identified site for more than one night. In December 1992, the Department of Social Services reported that there were 9

homeless persons receiving assistance countywide (5 placed in temporary housing and 4 in permanent housing). Information specific to the City of Orland was not available.

The housing problems of the homeless have become an ever-increasing problem. Glenn County administers programs to meet the needs of the homeless. The Human Resources Agency and the Mental Health Department administer these programs. All of these programs have certain criteria that the applicant must meet to qualify for assistance.

Glenn County Community Action Division: The Glenn County Human Resources Agency, Community Action Division (former the County Community Services Department), the County's community action agency, receives funding from the Emergency Shelter Program (ESP) and from the Federal Emergency Management Agency (FEMA). Two programs supported by funding from these two agencies are the Emergency Motel Vouchers Program (funding from both ESP and FEMA) and the First Month's Rent Payment Program (FEMA funds).

The Emergency Motel Vouchers Program provides housing for qualifying homeless clients in local motels for a defined period of time to allow them sufficient time to find permanent housing. The First Month's Rent Payment Program will pay up to \$300 for one month's rent for a homeless family to move into permanent housing.

The applicant must meet certain income criteria to qualify for Emergency Shelter. Once the income criteria have been met, a voucher for a motel is issued. If funds are available, families are housed in a room with a kitchenette. These funds are generally

available for two to three weeks. The assistance is dependent on the efforts of the people to help themselves. For example, assistance can be extended until a paycheck is received from a new job to meet the housing payment.

The only motels used for this program are located within the city limits of the two incorporated cities of Orland and Willows. The homeless are not sheltered in the unincorporated area of the County. There are no public facilities used for housing the homeless, such as the National Guard Armory.

From August 1990 to August 1991, the most recent year data are available, the Emergency Motel Voucher Program housed 214 people countywide for 1,605 nights. From January 1, 1991 to August 1, 1991, the First Month's Rent Payment Program assisted 41 people countywide for a total of 1,103 sheltered nights. These programs help people from both the cities of Orland and Willows as well as people from the unincorporated area of Glenn County.

The former Community Services Department reported that there is an increasing demand for these funds. They are often pressured to allocate these funds before they are received. The gap in service is being filled by a Memorandum of Understanding with Catalyst-Women's Advocates, Inc. and Community Action Agency of Butte County.

The Catalyst-Women's Advocates Program in Chico is directed to help battered wives and their children. This program provides shelter as well as services to battered wives and their children. The community Action Agency of Butte County will accept referrals from Glenn County for their transitional shelter, located at 2505 The Esplanade in Chico. This transitional facility will allow families to be

sheltered up to six months while waiting for permanent shelter.

Glenn County Social Services Division: The Glenn County Human Resources Agency, Social Services Division (formerly the County Social Services Department) administers a State-funded homeless program. The applicant is eligible for a maximum sixteen days housing every 24-month period. Usually, these people will have eviction notices. The Social Services Division has a computer tie-in with other State agencies to prevent people from garnering excess benefits by moving from one area to another. For the month of July 1991, Glenn County had three transfer cases.

The total number of cases for July 1991 was 32. All of these cases were also receiving Aid to Families with Dependent Children (AFDC). The cases benefited 30 adults and 48 minors. For the previous fiscal year, July 1990 through June 1991, this program made provisions for 2,313 nights for approximately fifty people per month. In December 1992, the Department of Social Services reported that there were 9 homeless persons receiving assistance countywide (5 placed in temporary housing; 4 in permanent housing). Information specific to the City of Orland was not available.

Effective August 1, 1991, the State changed the benefits for this program. Previously, qualifying applicants were eligible for a maximum of four weeks housing every 12-month period. Now, the applicant is entitled to sixteen days housing every 24-month period. This assistance is granted for three days, then for seven days and then for six days. The applicant is usually housed in a motel. Assistance is provided by a check made out to a motel.

Glenn County Mental Health Department:

The Glenn County Mental Health Department's program is very limited since qualification for funding under this program is based upon the applicant having a diagnosed mental illness. Cases of stress, for example, do not qualify. These people are generally housed in board and care homes. There are two board and care homes in the City of Willows and one for senior citizens in the City of Orland. Most of these people are housed out of the County. Motels may be used occasionally. Food can be provided by a restaurant or grocery store. Clothing may be obtained from the Discovery Shop, which is a used clothing store located in Willows.

For fiscal year 1989-90, the most recent year data are available, 30 clients were served. 28 were single people; 2 were married people. 28 were males; 2 were females. Two were under the age of 21 years, and 28 were between 21 and 64 years of age. Approximately \$7,900 was spent for the year.

This program will assist people until they are covered by Social Security or welfare. The process for Social Security takes time, but the applicant is paid retroactively; in these cases, the agency gets paid back from these retroactive funds. This program is funded by federal McKinney funds consisting of a \$2,528 allocation; the remainder is from Short-Doyle State Mental Health funds.

General Plan and Zoning Analysis for the Provision of Housing for the Homeless:

The City's proposed General Plan allows for the location of special housing for persons and families in need of emergency shelter. The proposed General Plan includes the following goal:

- The goal of the Orland Area Plan is to promote an orderly pattern of community development

consistent with economic, social and environmental needs.

The City's proposed Land Use Element designates approximately 948 acres of land that allow residential densities of one unit per acre or more.

The multiple family residential zoning categories of the Orland Zoning Ordinance are Residential Multiple Family (R-3) and Apartment-Professional (R-4). Both categories allow single-family and multiple family dwellings. Boarding and rooming houses, which include shelters for the homeless, are a permitted use in the R-4 zone and are permitted in the R-3 zone with a conditional use permit. Requirements for a conditional use permit for a homeless shelter are not more restrictive than for any other use requiring a conditional use permit. The conditional use permit process normally takes approximately two to three weeks, with a processing fee of \$60.

The R-3 and R-4 zones provide for the development of apartments as a permitted use. Apartment units used as temporary shelter are permitted in Orland's R-3 and R-4 zones. Temporary housing utilizing a hotel or motel for the homeless is also permitted in the R-3 zone, the Community Commercial (C-2) zone, the Limited Industrial (M-L) zone and the Heavy Industrial (M-H) zone with a conditional use permit, and as a permitted use in the Highway Service Commercial (C-H) zone.

Information presented above documented recent growth that has occurred in Orland's population and housing stock. Between 1980 and 1990, the population increased by 25 percent while the total number of housing units grew by 14.3 percent. From 1990 to 2000, the City population grew by 24.3

percent, while housing stock increased by 16.5 percent.

The Tri-County Planning Council is required to determine housing market areas for the Tri-County Planning Area (consisting of Colusa County, Tehama County and Glenn County) and define the regional housing need for persons at all income levels within each city and the unincorporated are within the counties. The distribution of regional housing needs takes into consideration market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need, the loss of units contained in assisted housing developments, and the housing needs of farmworkers. The law stipulates that the distribution shall seek to avoid further impacts on localities with relatively high proportions of lower-income households. This distribution will be used to determine the number of new housing units, or basic construction need, for Orland.

The *Regional Housing Needs Plan* projects household need for Orland between 1992 and 1997, based upon current conditions. It also gives a basic construction need unit figure between 1992 and 1997, by annualized new construction need and by income level (very low income, low income, moderate income and above moderate income). It is convenient to analyze the need for housing assistance in this manner because the increase in need can be annualized, providing a numerical goal for yearly housing assistance programs the attainment of which will result in no increase in need. Programs can be structured to address the annual increase in need and to minimize the existing need. This format will enable the performance of housing programs to be readily monitored and progress toward meeting both components of need quantified in future revisions of this Housing Element.

Low Income Housing at Risk of Conversion

Inventory

State law requires that housing elements address preservation of assisted multi-family rental housing units at risk of conversion to non-low-income uses within the next ten years. According to the *Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion*, there is one development in the City of Orland that is subject to termination within the ten-year period from 1993: the Kevin Arms apartments located at 1226 East Street. This project, which is a ten-unit family apartment complex, was financed under the HUD 236(J)(1) program. The owners of the project filed an Initial Notice to Terminate or Extend Low-Income Affordability Restrictions dated August 18, 1992, pursuant to Section 212 of the Low-Income Housing Preservation and Resident Homeownership Act of 1990 (LIHPRHA). The Notice indicates the owner's intent to prepay the federally subsidized mortgage or to voluntarily terminate mortgage insurance.

Under the provisions of LIHPRHA, owners of prepayment-eligible projects can choose to retain ownership in exchange for financial incentives, or sell their properties under a voluntary sale program. When owners choose to sell, tenants, nonprofit organizations and governmental agencies are provided with an exclusive 12-month negotiating period. Prepayment and conversion of housing to non-low-income use can still occur in some cases, particularly when there is no buyer willing to purchase a project or when HUD does not have sufficient funding to provide incentives. The intent of LIHPRHA is to preserve assisted units by providing the owners an alternative means of realizing a reasonable return on their investments.

A summary of the mechanics of LIHPRHA, prepared by the California Housing Partnership Corporation (June 1991), describes the process as follows:

Under the Act, an owner may file a first notice of intent up to two years prior to the scheduled prepayment date. The notice indicates the owner's preliminary decision regarding sale versus stay-in with incentives. After the owner files the notice, both HUD and the owner commission separate appraisals. A third appraisal may be necessary if HUD's and the owner's differ significantly. The appraisal determines the fair market (unrestricted) value of the project as residential rental property, as well as the highest and best use value of property, if different. The appraisal discounts only for the reasonable costs of conversion to market rate housing or other uses.

Based on the appraised value, HUD calculates the rents necessary to provide owners with an 8 percent annual return on their recalculated equity. If HUD can provide the owner with this return without exceeding the federal cost limits, the owner may either 1) file a Plan of Action seeking incentives to provide the 8 percent return, or 2) offer the project for sale to nonprofit entities, tenants and public bodies for a 12-month negotiation period, and other purchasers for an additional 3 months ("voluntary sale"). If the owner chooses to sell, he or she must accept a bona fide offer to purchase at the appraised value. If no bona fide offer is made within the negotiation period, the owner may subsequently prepay.

If HUD cannot provide the owner with the 8 percent return without exceeding the cost limits, the owner may prepay only after offering the property for sale to a

nonprofit entity, tenants or public body for 12 months, and other qualified buyers for the next three months, regardless of whether the owner wishes to sell ("mandatory sale"). If no offer is made and the owner can prepay, tenants are offered portable Section 8 certificates or vouchers. Tenants who wish to continue living in the project are held harmless at current rent for three years. Note that an owner who does not want to sell or prepay may still file a Plan of Action to stay in, yet the value of the incentives will be capped at the federal cost limits.

The federal cost limits are 1) 120 percent of Section 8 Fair Market Rent, or 2) 120 percent of local market rents, if higher. It appears that most projects in California will fall within the federal cost limits, except those with exceptionally high rental value or those with condominium conversion potential.

Both owners who stay in and new purchasers will receive financial incentives only after the filing and approval of a Plan of Action is completed. The heart of the incentive package is a project-based Section 8 contract, with HUD-subsidized rents set at levels high enough to provide the 8 percent return to owners who stay in, or to cover debt service on an acquisition loan for new purchasers. Section 8 is also available for all tenants earning less than 80 percent of area median income. There are also provisions allowing HUD to provide grants to priority purchasers.

All tenants will pay rent equal to 30 percent of income. While many tenants will benefit from rent reductions once receiving Section 8 assistance, others will face increases. Any rent increases must be phased in over at least a three-year period.

Plans of Action will require the housing to remain affordable for its useful life. At the end of 50 years from the execution of the Plan of Action, however, an owner may petition HUD for a determination that the useful life of the property has ended.

According to the Farmers Home Administration (FmHA), there are four FmHA-financed housing projects in the City of Orland, which all have restrictive use provisions for twenty years or more from the date of construction, as indicated below:

- Newport Village (constructed 1991)
- Orland Arbor (constructed 1986)
- Orland Manor (constructed 1982)
- Shasta Garden (constructed 1980, loan approved 1994)

The only project that has the potential to convert within the ten-year timeframe is Shasta Gardens in the year 2000 (Farmers Home Administration, pers. comm., October 1992). However, the complex received a Section 515 loan in 1994, and because of loan conditions is not at imminent risk of conversion. The owners of Orland Arbor are currently in the process of adding units to the development.

Cost Analysis

As described above, LIHPRHA provides incentives for Section 236 projects, including provision of mortgage loan insurance on acquisition loans for up to 95 percent of equity to priority purchasers. No appraisal or other figure is available yet to estimate the current market value of the Kevin Arms property; therefore, there is no current estimate for the cost to a nonprofit corporation or public entity to provide the 5 percent equity. The project was constructed in 1973, and it can be assumed that

maintenance costs are not likely to be low. Therefore, rental income and HUD Section 8 subsidies may not defray total monthly mortgage and maintenance costs.

Tables 6-20 and 6-21 present the maximum replacement construction costs allowed by HUD for new elderly housing construction and public housing development. Using these figures, the cost of replacing the Kevin Arms project can be approximated. The estimate is the highest cost per unit HUD will allow for new construction, which is the worst-case scenario:

TABLE 6-20
MAXIMUM REPLACEMENT COSTS,
ELDERLY HOUSING DEVELOPMENT

No. of Bedrooms	Maximum Cost per Unit ¹
Studio	\$47,374
1	\$54,622
2	\$65,874
3	\$84,319
4	\$93,935

¹ For multi-family construction in 1991 dollars.

Source: Yuba City Housing Element Amendment, 1992, from U.S. Department of Housing and Urban Development, pers. comm., June 1992.

TABLE 6-21
MAXIMUM REPLACEMENT COSTS,
PUBLIC HOUSING DEVELOPMENT

No. of Bedrooms	Maximum Cost per Unit ¹
1	\$44,550
2	\$58,000
3	\$72,600
4	\$87,150

¹ For multi-family construction in 1991 dollars.

Source: Yuba City Housing Element Amendment, 1992, from U.S. Department of Housing and Urban Development, pers. comm., June 1992.

$$\begin{aligned}
 2 - 1 \text{ bdrm} \times \$44,550 &= \$ 89,100 \\
 6 - 2 \text{ bdrm} \times \$58,000 &= \$348,000 \\
 2 - 3 \text{ bdrm} \times \$72,600 &= \$145,200 \\
 \text{TOTAL} &= \$582,300
 \end{aligned}$$

According to these figures, if the City or other public or nonprofit entity were to replace these units, the cost would be approximately \$582,300. However, the cost of construction

would be offset by the rental income. Using this figure in lieu of an appraisal, the 5 percent equity contribution can be estimated at \$29,115. Based upon these costs for replacement with new construction and the cost of preservation, it appears to be more feasible for the City to facilitate the acquisition of these projects by interested housing organizations to maintain them for affordable housing, rather than to replace them with new units. However, private developers continue to pursue development of new assisted housing in the City of Orland. New units are being added to the Orland Arbor project, and a new 40-unit family apartment project, Cortina Gardens, is in the process of being approved. Thus, more assisted units are being maintained and added to the Orland housing stock than have the potential for being converted to market-rate units.

Resources for Preservation

Government Code Section 65583(a)(8)(C) provides that the Housing Element shall identify public entities and private nonprofit corporations which have legal and managerial capacity to acquire and manage assisted housing developments. Inclusion on this list is based upon an expression of interest in acquiring and managing such projects.

There is no Housing Authority for Glenn County or the City of Orland, and the City of Orland has no Redevelopment Agency. CHIP, a nonprofit corporation based in Chico, provides housing-related services in Glenn, Butte and Colusa Counties, and is experienced in managing and operating low-income rental housing. CHIP has expressed an interest in acquiring and managing this project or facilitating its acquisition by the tenants (Elizabeth Moore, Executive Director, CHIP, pers. comm., December 1992). The Glenn County Community Services Department manages housing-related

programs for Glenn County, including the County's CDBG program, but does not directly manage housing projects. Similarly, the City of Orland does not have the ability or expertise to own or operate low-income housing developments.

Funding programs available to the City of Orland or other entities to assist with these activities are very limited, and the availability of State and federal programs changes from year to year. The Home Investment Partnership Program (HOME) and CDBG programs cannot be used with LIHPRHA-eligible projects. Section 8 rental certificates and rental vouchers and public housing funds are virtually the only funding which the City can identify to assist with preservation of at-risk units.

Ability of the City to Assist in Housing Element Program Requirements

According to a publication of the State Department of Housing and Community Development (HCD) entitled *Housing Element Questions and Answers*, local governments are not expected to solve their housing problems alone. However, having identified the housing needs of low- and moderate-income households, the State expects local agencies to employ strategies that can assist in meeting those needs:

Localities can offer direct support for the development of affordable housing through bonding and redevelopment powers. Assistance can also be provided through the utilization of appropriate federal and State financing and subsidy programs, such as HUD Section 8, Section 202, State Rental Housing Construction Program and Community Development Block Grants. Localities can also establish an equity sharing program to provide affordable homeownership or rental housing

opportunities for low- or moderate-income households, or establish a local housing authority or nonprofit development corporation to develop or operate low- and moderate-income housing. Local governments can also indirectly facilitate the development of more affordable housing.

Examples given of programs that have been successfully implemented by California cities and counties in order to comply with State law and address their housing needs include density bonus programs, provision of one or more regulatory concessions or incentives to developers of projects with 20 percent of units reserved for lower income households, designation of housing opportunity sites (also known as inclusionary zoning), requiring developers of commercial and industrial projects to contribute to the development of affordable housing for employees, use of land write-downs or sale of surplus lands for affordable housing, development agreements for developers to provide public facilities in exchange for certain development rights such as land use changes and density increases, fast-track processing for low- and moderate-income housing projects, and adoption of redevelopment plans that provide for housing set-asides of 20 percent.

While these examples may not represent direct costs to the local government, the cost in terms of staff time and resources is not acknowledged. Especially in a small city such as Orland, the administration of relatively complex State and federal housing programs would require a fairly significant staffing commitment from a department or departments that already operates with limited staff. Another concern is the cost of programs that require developer participation. In an area with comparatively low property values, the type and scale of proposed developments most often will not support the

types of exactions that are more common in metropolitan areas. This is not to say that the City is incapable of facilitating or assisting in the provision of affordable housing, but simply that proposed programs must be realistic in light of City resources.

The HCD publication states, "Many localities have found that working with local nonprofit housing groups makes assisting in the development of affordable housing much easier and more effective." The City of Orland has worked cooperatively over the years with CHIP to accomplish a number of housing objectives. CHIP has worked with families to construct virtually all of the self-help housing in Glenn County and is currently undertaking a 40-unit project in the City. CHIP has constructed multiple family dwellings and assisted in the administration of CDBG programs for housing rehabilitation. CHIP has also prepared the City's *Housing Conditions Report* and the study *The Need for Migrant Housing in Northern Glenn and Southern Tehama Counties*.

The City of Orland has only very limited funds at the municipal level, primarily from the City's General Fund, that can be committed to housing purposes. These funds are committed primarily in the area of staff assistance for the programs outlined in Section 6.3 of this Housing Element. Direct housing assistance is provided to qualified households for housing rehabilitation through the City's revolving loan fund, which originated as a CDBG grant.

Although there is no local housing authority, the Glenn County Community Services Department operates a weatherization program for low-income households and administers the HUD Section 8 rent subsidy program and a Rent Eviction Prevention Program. A continuation and enhancement of these existing relationships and programs

appear to offer the greatest opportunity for housing assistance at the local level.

HOUSING REHABILITATION AND PRESERVATION

In 1991, CHIP completed a windshield housing survey of Orland. The survey was updated in 1996, and the results of the surveys are presented in **Tables 6-6 through 6-11** of Section 6.2. The rating system used in the surveys was based upon the system prescribed by HCD. Since there are no survey data prior to 1991, it is not possible to compare housing conditions over time.

The results of the surveys show that while the substandard units are located throughout the City, there are some areas of the community that would benefit from a rehabilitation program. The survey reports recommend that the Lassen/Yuba Avenue area in the southern part of the community, the Seventh and Eighth Street corridor and the northern end of Fourth and Fifth Streets are the most concentrated areas of substandard housing and would benefit from rehabilitation improvements. Because available State and federal programs do not provide adequate funding to address all housing rehabilitation needs, it is essential that the City target its efforts to obtain funding to the areas of the community with the greatest needs.

While age certainly is contributory to housing quality problems, another factor that partially explains housing condition is overcrowding. This factor, which often correlates with substandard conditions, is a problem in many of the sparsely populated agricultural areas of the County. Lack of appropriately sized housing units, low incomes, large families and other conditions encourage overcrowding, especially during the harvest season when migrant farmworkers expand the local labor

force and compete for housing accommodations.

FARMWORKER AND MIGRANT WORKER HOUSING NEEDS

The State Employment Development Department (EDD) reported that in 2001, 1,430 persons were directly employed in agriculture in Glenn County. Employment in agriculture has remained at approximately the same figure in recent years. The figures include farmers and unpaid family members, and do not include a breakdown of the permanent and seasonal workforce or a figure for incorporated cities. The State defines seasonal employees as those who are employed fewer than 150 consecutive days by the same employer. Seasonal workers may be migratory or they may be persons or family members who are temporarily employed but permanently located in Glenn County. The State defines a local worker as a seasonal laborer who resides close enough to the job site to return home each night.

Farmworker and migrant worker housing needs are one of the most important housing issues in Orland because of Glenn County's agriculture-based economy. According to the County's 1989 Housing Element, there is no housing allocated specifically for seasonal farmworkers, leading to temporary conditions of overcrowding in conventional housing that is rented to seasonal workers. Housing shortages may exist during peak seasonal labor periods when a large influx of migrant workers occurs, such as during the olive harvest. During these periods, every form of temporary, substandard and standard shelter may be occupied. The HCD contracted with CHIP in 1991 to conduct an assessment of migrant housing needs in northern Glenn and southern Tehama Counties. Two surveys were conducted to collect data for the study: in-field interviews with migrant laborers and a

grower survey. Both were conducted during the 1991 fall harvest season. Results of the survey are reported for both counties and are not provided for Orland alone.

The purposes of the migrant worker survey were the following:

- To determine the adequacy, availability and cost of housing in which farmworkers reside in Glenn and Tehama Counties.
- To determine the agricultural employment patterns of farmworkers (migrant, local, seasonal and permanent).
- To gather demographic information on the farm labor population (age, sex, marital status, income, etc.).
- To provide data for purposes of securing public funding for migrant worker housing.

The goals of the grower survey were to determine the following:

- The characteristics of the employed migrant worker (including duration of employment, place of residence and salary levels).
- The number of crops and acreage.
- Anticipated changes in the counties' work force and crop production over the next five years.
- The types and amounts of grower-provided housing and growers' experiences in its provision.
- Grower interest in the construction of additional migrant worker housing.

The grower survey concluded that, of workers employed at the time the survey was taken, 12 percent were permanent (long-term), 40 percent were seasonal workers, and 48 percent were migrant workers (defined as those that

travel more than 50 miles one way from their home base and establish one or more temporary residences). The study notes that these percentages differ from EDD statewide employment data. Compared to EDD data, Glenn and Tehama Counties have twice as many migrants employed by local growers as statewide estimates. Projections based upon all 1,600 Glenn and Tehama County growers employing farmworkers show that a total of 3,128 permanent, 10,712 seasonal and 12,712 migrant workers are employed.

The statistics for provision of housing by growers in Glenn and Tehama Counties indicate that one-third of the growers provide housing. Of that one-third, only 3 percent provide housing for seasonal workers, and 2 percent provide housing for migrant workers. Glenn County has no registered labor camps. The study estimates that, based upon an estimated range of 1,589 to 12,712 migrants employed in both counties during peak harvest season, between 1,340 and 12,463 beds are needed for migrant housing.

GOVERNMENTAL CONSTRAINTS

Governmental constraints on housing are potential and actual policies, standards, requirements or actions imposed by the various levels of government on development that constrain the maintenance, improvement and development of housing. Although federal and State programs and agencies play a role in the imposition of governmental constraints and increases in housing costs, they are generally beyond the influence of local government and cannot be effectively addressed in this document.

An analysis of potential local governmental constraints in Orland is presented below. HCD has indicated that, for each policy or procedure identified as a constraint, the Housing Element should include a program

to eliminate or modify the constraint or demonstrate how it will be offset by another policy or program. When a city or county determines that it is inappropriate or not legally possible to remove a potential constraint (e.g., for public health and safety reasons), the analysis used to reach that conclusion should be presented.

Land Use Controls

Land use controls are basically minimum standards included within the City's zoning and land division ordinances. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density, building use, etc. If zoning standards are too rigid and do not allow sufficient flexibility, housing development costs could increase and interest in development may decrease. The *Land Division Standards* govern the process of converting raw land into building sites. They allow the City to control the internal design of each new subdivision so that its pattern of streets, lots, public utilities and any amenities will be safe, pleasant and economical to maintain. As with zoning, overly restrictive standards may result in higher land development costs and/or lack of interest in development.

Zoning regulations applicable to the residential classifications are summarized as follows (Because zoning regulations can be amended over time, the reader should refer to the Zoning Ordinance for current information):

Zone: RE (Residential Estate)

Principal Permitted Use: Single-family dwelling

Minimum Lot Area: 40,000 square feet

Minimum Lot Width: 130 feet

Minimum Lot Depth: 200 feet

Maximum Ground Coverage: 25 percent

Minimum Yards:

Front - 25 feet

Rear - 20 feet

Side - 10 percent of lot width, not more than 16 feet

Maximum Building Height: 35 feet

Zone: R-1 (Residential One-Family) and R-1-A (Residential One-Family, Agriculture)

Principal Permitted Use: Single-family dwelling

Minimum Lot Area:

6,000 square feet (interior lots)

7,000 square feet (corner lots)

Minimum Lot Width:

60 feet (interior lots)

70 feet (corner lots)

Minimum Building Width: 20 feet

Minimum Lot Depth: 3 times lot width

Maximum Ground Coverage: 40 percent

Minimum Yards:

Front - 20 feet

Rear - 20 feet

Side - 5 feet

Maximum Building Height: 25 feet

Other: Enclosed garage for 2-car minimum (superseded by State law for low-income housing projects).

Zone: R-2 (Residential Two-Family)

Principal Permitted Use: Single-family and two-family dwellings

Minimum Lot Area:

6,000 square feet (interior lots)

7,000 square feet (corner lots)

Minimum Lot Width:

60 feet (interior lots)

70 feet (corner lots)

Minimum Lot Depth: 3 times lot width

Maximum Ground Coverage: 40 percent

Minimum Yards:

Front - 20 feet

Rear - 20 feet

Side - 5 feet

Maximum Building Height: 25 feet

Zone: R-3 (Residential Multiple Family)

Principal Permitted Use: Single-family and two-family dwellings, dwelling groups and multiple dwellings for not more than 4 families

Minimum Lot Area: 6,000 square feet, but not less than 1,500 square feet per unit

Minimum Lot Width: 60 feet

Minimum Lot Depth: 3 times lot width

Maximum Ground Coverage: 60 percent

Minimum Yards:

Front - 20 feet

Rear - 15 feet

Side - 6 feet

Maximum Building Height: 25 feet

Other: Minimum separation of 12 feet between dwelling groups and front of dwelling and side parcel line.

Zone: R-4 (Apartment-Professional)

Principal Permitted Use: Single-family, two-family and multiple dwellings and dwelling groups; professional offices

Minimum Lot Area: Same as R-3

Minimum Lot Width: Same as R-3

Minimum Lot Depth: Same as R-3

Maximum Ground Coverage: Same as R-3

Minimum Yards: Same as R-3 except side yards are a minimum of 10 feet

Maximum Building Height: 45 feet

Section 17.76.120 of the Orland Municipal Code sets forth the following parking requirements, applicable to all zones:

- Each parking space shall be not less than ten (10) feet wide, twenty (20) feet long and seven (7) feet high.
- All parking spaces must be improved with Portland cement or asphalt concrete.
- Two (2) spaces, individually accessible to a public right-of-way, are required for each dwelling unit.

The Zoning Ordinance (Title 17, Orland Municipal Code) provides for the granting of a variance from the strict application of the zoning requirements, subject to findings as specified in State law.

State law supersedes some provisions of the Zoning Ordinance, such as in the case of allowing one-car garages for low-income housing developments with funding sources that do not allow construction of two-car garages.

A review of the City's zoning regulations, as summarized above, indicates that the standards as currently adopted are not overly restrictive and would not constitute a constraint to the City's ability to provide housing affordable for all income levels. This is demonstrated by the number of affordable housing projects that are proposed and approved in the City of Orland. Additionally, the adopted zoning classifications provide a wide range of housing densities.

The P-D, or Planned Development, zone provides for a mix of residential units, limited only by the density standards of the underlying General Plan designation. This zoning classification provides additional flexibility by allowing multiple family units in areas designated for single-family development, when designed not to exceed five dwelling units per acre.

Orland offers many housing incentives in its Zoning Ordinance and *Land division Standards*, including the following:

- The Zoning Ordinance allows planned developments. A planned development may deviate from the zoning regulations for height, area, width, coverage and yard requirements when the overall development will be improved by a deviation from such regulations.

- The Zoning Ordinance allows a second residential dwelling unit in the Residential One-Family (R-1) zone, provided it meets certain standards. This has increased the sites available for rental housing by allowing higher density development on standard residential lots. The second dwelling unit is a useful tool for providing housing for people with special needs, such as the elderly and low-income families.
- The Zoning Ordinance allows mobile homes in all residential zones, provided they meet certain standards. The standards apply to all residential dwellings to ensure compatibility with the community character. In 1984, the City amended the standards to reduce the required roof overhang. Planned mobile home parks are allowed, with a conditional use permit, in the Highway Service Commercial (C-H), Limited Industrial (M-L) and Heavy Industrial (M-H) zones.
- The City does not have a park land dedication or in-lieu fee provision ("Quimby" ordinance) in the *Land Division Standards* for parkland acquisition and development, which would apply only to new residential development.
- The City has adopted an areawide parcel assessment to fund operation and maintenance at existing park and recreational facilities. The assessment was deemed legal and proper by the California Supreme Court.

Building Codes

Building codes regulate the physical construction of dwellings and include plumbing, electrical and mechanical divisions. The City adopts and follows the Uniform Building Code as established by State law, and operates a one-stop building permit

processing procedure. Also, refer to Sections 6.3.5.4 and 6.3.5.5 below. The City has determined that it is not legally possible or safe to repeal building codes, and that application and enforcement of building codes do not pose a constraint to the development of housing for all income groups.

Site Improvements

Site improvements are regulated by the City's *Land Division Standards and Improvement Standards*, and through conditions and standards imposed through the Zoning Ordinance, including the conditional use permit process. Improvement requirements for subdivisions for which final maps are filed include grading, surfacing, curbs, gutters, sidewalks, culverts, bridges (where applicable), storm drains, sanitary sewer, water and fire protection facilities, street lighting, and dedication of streets, public ways and easements. Improvement of subdivisions for which parcel maps are filed is limited to dedication of rights-of-way and easements and the construction of reasonable on- and off-site improvements to serve the parcels being created. The construction of improvements for undeveloped parcels created by a parcel map is not required until a building permit is issued. Right-of-way width for residential streets is 60 feet. Subdivision street systems must be designed to provide at least to means of access to all areas, when feasible, to ensure emergency access to residents and to fire, police and medical vehicles. On- and off-site improvements include required off-street parking, roads, sidewalks, landscaping, walls, and connections to the existing sewer, water and storm drainage systems.

The City's improvement standards are typical for small cities, and are not unusual or excessive in nature. Off-site improvement requirements are strictly limited. The City

does require that irrigation canals adjacent to or within new subdivisions be piped underground for safety reasons. However, the City has worked with developers of low-income and subsidized housing to secure grant funding to offset these costs. The City does not require any improvements other than those deemed necessary to maintain the public health, safety and welfare. It has been determined that the improvement requirements do not pose a constraint to the development of housing for all income groups.

Fees

Although development processing fees do contribute to the total cost of development and therefore housing, the fees charged by the City of Orland are very low in comparison to fees charged by other cities and counties in the region, and may well be among the lowest in the state. The current fee schedule is included in Appendix A of this document. However, the City is not the only public agency that imposes fees on new development. Impact fees are also charged by school districts and the State (for review of environmental documents by the Department of Fish and Game). In addition to water and sewer hookup fees, fees are normally charged for future water system expansion and sewer treatment plant expansion based upon each development's share of projected costs.

By law, fees cannot exceed the cost of providing the particular facility or service for which they are charged. Application fees for development projects in Orland do not even cover the City's costs. It is not feasible or realistic for the City to further reduce fees and continue to provide necessary and mandated services. Building permit fees are as established by the currently adopted edition of the Uniform Building Code, and charges are consistent with most cities and counties. Planning and building fees are therefore

determined not to pose a constraint to the development of housing for all income groups.

Development Processing

The development process for the City of Orland is described in the City's Zoning ordinance (for zone changes, variances and conditional use permits) and Land Division Ordinance (for parcel maps, subdivision maps, lot line adjustments and certificates of compliance).

Applications are processed in an expeditious manner within State-established time limits. As an example, tentative parcel maps and conditional use permits can be approved in as little as two months if the required information is supplied at the time of application. The Building Department usually completes plan checking within two weeks, a significantly shorter period than most other city building departments in California. Most residential projects do not require environmental impact reports, the most time-consuming process. Development processing is therefore determined not to pose a constraint to the development of housing for all income groups.

NONGOVERNMENTAL CONSTRAINTS

Nongovernmental constraints are those generated by the private sector that are beyond the control of local governments, as well as physical/environmental constraints. With respect to Orland, these include availability and cost of financing, price of land, construction costs and consumer preference.

Availability and Cost of Financing

Interest rates for both construction and take-out financing probably have more impact on housing than any other factor, at least in the short term. When interest rates are high or

financing is not generally available, an increasing number of households cannot afford home ownership even if housing prices are affordable. A 1992 analysis of the components of monthly housing cost for a single-family dwelling costing \$100,000, purchased with a 10 percent down payment and financed at 8.5 percent for 30 years, indicates that a \$10,000 reduction in land and development costs results in a 10 percent reduction in the monthly payment, while a 4 percent increase in take-out financing interest rates results in a 38 percent increase in the monthly payment.

The November 27, 1992 edition of the *Willows Journal* listed ten single-family homes in the Orland area, ranging in price from \$59,900 to \$179,500. This November 27th listing was typical of those appearing throughout the month of November. Of the ten homes listed, five were two-bedroom units ranging from \$59,900 to \$72,000, four were three-bedroom units ranging from \$92,500 to \$132,500, and the tenth was a five-bedroom house on two acres for \$179,500. Five mobile homes and manufactures homes were listed for sale, ranging in price from \$18,000 to \$35,000. Rent for apartments ranged from \$240 to \$300 for a one-bedroom unit and \$350 to \$475 for a two-bedroom unit. Several houses and mobile homes were listed for rent, ranging from \$475 to \$550 for a mobile home and \$500 to \$700 for a house.

As this Housing Element is written, interest rates for fixed-rate mortgages are the lowest they have been in two decades. To mitigate the impact of high interest rates when they occur, one of the few options available to local governments is to find a means of subsidizing those rates for the homebuyer and/or developer. This has been accomplished in the past primarily by the sale of mortgage revenue bonds, often coordinated at the county level. This process

has been complicated by changes in federal law and State caps on the amount of bonds that can be issued statewide. State and federal mortgage subsidy programs are available at various times to qualifying projects and developers. While mortgage rates are currently at their lowest point in twenty years, as stated above, the availability of construction and development financing is very tight, primarily in response to savings and loan institution failures and foreclosed development projects on the national level.

Price of Land

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total housing development cost. In 1980, land cost represented approximately 30 percent of the cost of a new home in California. By the end of the decade, that component accounted for 35 percent of the cost. In Orland, land costs are still very reasonable compared to other, similar areas in California.

Improved vacant lots for single-family homes ranged from \$15,000 to \$40,000. The average cost of a multiple family lot is difficult to estimate due to the small number and unique characteristics of such lots (most are located within the cities of Orland and Willows). One multiple family lot that was 184 feet by 260 feet, which could accommodate approximately 13 units under the current zoning, was listed at \$119,000.

Measures available to local government to address land costs include the use of redevelopment funds to write down land costs and development of housing by a nonprofit corporation, such as a Housing Authority. Use of surplus government-owned land for housing is an option not often available to a small city, due to a general lack of suitable, publicly owned land. However, this option should be kept in mind when such an

opportunity occurs. Finally, attempting to stabilize or reduce land prices through increasing the supply of available land can only be effective if a full range of public services and facilities are available at a reasonable cost.

Cost of Construction

Rising costs of labor and materials have contributed to nongovernmental constraints on housing development and improvement. These costs, plus energy costs, formed a substantial part of housing cost increases during the 1970s, increasing by 10 percent during that decade. Labor and material costs continued to increase during the 1980s. The cost of wood is expected to continue to increase due to significant projected cutbacks in timber harvesting in the United States for environmental reasons. Labor costs for publicly constructed housing are higher than for privately constructed housing due to the requirement to pay prevailing wage rates, which in an area such as Glenn County are significantly higher than local wage rates.

Because land costs in Orland are relatively low, construction costs represent a higher percentage of the cost of new housing. Fees are addressed in Section 6.3.5.4 and included in Appendix A, and financing is addressed in Section 6.3.6.1. Labor costs are also relatively low. Materials and labor represent approximately 70 to 75 percent of the total new housing cost.

Local governments can use CDBG funds and redevelopment funds to finance infrastructure improvements (e.g., water and sewer lines), which assist in lowering housing costs. The City of Orland has participated in the CDBG program, as described elsewhere in this document.

Consumer Preference

Part of the increase in housing costs in the 1980s has been due to consumer preference and lifestyle expectations regarding dwelling unit size and amenities. All of these lifestyle choices have costs associated with them. As housing costs and/or interest rates make detached single-family dwellings less affordable, alternatives such as smaller lots, smaller units and attached housing become more acceptable. However, these alternatives are still not the housing of choice for the majority of households.

EQUAL HOUSING OPPORTUNITY

Although essential to meeting housing needs, the provision of a sufficient number of dwelling units will not in itself ensure that the entire population will be adequately housed. A large segment of the population lives on very low incomes, and as housing costs increase, they are forced to apply an excessive amount of their budget to housing costs. In order to remain in the housing unit of their choice, some residents pay such a large portion of their income on housing that they are unable to purchase other basic necessities. In the case of a large family, lack of sufficient income usually restricts housing choice to a dwelling that is inadequate for their needs in size and quality. For many other households with sufficient income to purchase quality housing, choice of housing location is sometimes not available, because appropriate housing at acceptable cost is not equally dispersed geographically throughout the county or within individual communities.

Although inadequate geographic distribution of affordable housing within a community or region is an important constraint, discrimination due to race, religion or ethnic background is an equally significant factor affecting equal housing opportunity. Actions that result in illegal discrimination in the rental

or sale of housing violate State and federal laws and should be reported to the proper authorities for investigation. The State agency responsible for investigation of housing discrimination complaints is the Department of Fair Employment and Housing.

RESIDENTIAL LAND RESOURCES

In order to properly plan for future housing needs, undeveloped lands available for housing must be inventoried. **Table 6-22** below presents the total acres of vacant land potentially suitable for residential development. Development of vacant bypassed lands within Orland can be encouraged by the City through General Plan policies in order to protect agricultural lands on the fringes and provide greater utilization of existing infrastructure.

State law requires that zoning be consistent with adopted general plans (except for charter cities). Orland's undeveloped lands must be zoned in accordance with the present Land Use Element. Development potential may be determined based upon the maximum allowable density of each General Plan designated area. **Table 6-22** includes estimated holding capacity for the City based upon existing land use plans.

TABLE 6-22
EXISTING VACANT LAND
AND POPULATION HOLDING CAPACITY

Zoning	Acres of Vacant Land ¹	Dwelling Unit Capacity ²	Population Holding Capacity ³
R-1 ⁴	97.5	343	895
R-1	56.3	280	731
P-D ⁵	48.8	244 ⁶	637
R-3	4.5	54	141
R-4-D	4.0	48	126
Total	211.1	969	2,530

¹ Within existing City limits. Additional area is available for annexation and development within the Orland Planning Area.

² Assumes maximum density allowed under General Plan.

³ Based upon 1990 average household size of 2.61.

⁴ Land with tentative or final map approval which reflects approved lots.

⁵ Density allowed under PD zoning regulations is dictated by underlying land use designation. There are currently 48.8 acres zoned PD with an underlying residential General Plan designation.

⁶ The PD zone allows a mix of housing types (single and/or multiple) not to exceed the density allowed in the underlying land use designation; for example, a mix of 70% or 170 single-family units and 30 % or 74 multiple units; or 244 multiple units.

Source: City of Orland, City of Orland Zoning Ordinance and Map, Orland Area General Plan.

Table 6-22 shows that sufficient land is available at appropriate densities to accommodate the projected new housing need for all income groups, as presented in Section 6.4. Specifically, the table shows that the P-D zone, along with the R-3 and R-4 zones, can accommodate the City's regional share of multiple family units (173 units). **Table 6-22** also indicates the density range for the P-D zone and information on the types of projects that would be approved in the P-D zone.

As indicated in **Table 6-22**, there are 97.5 acres of R-1 zoned property that have received land use entitlements. These entitlements include tentative subdivision map approval for five sites and final map approval for one site, as listed below:

Acres	Lots	Approval
28	87	tentative
7	31	tentative
32	93	tentative
10.5	40	tentative
10	45	tentative
10	47	final

The 10-acre, 47-lot subdivision with final map approval is presently under construction and is being developed as self-help housing through CHIP, a nonprofit housing corporation.

Table 6-23 indicates the development potential for each residential zone by minimum lot size and density in units per acre.

TABLE 6-23
DEFINITIONS OF RESIDENTIAL ZONING
AND LAND USE DESIGNATIONS

Land Use Designation	Zoning Category	Minimum Lot Size (square feet)	Density (units/acre)
RS (Suburban Residential)	RE	40,000	1
RL (Low Density Residential)	R-1	6,000-7,000	5
RL (Low Density Residential)	R-1-A	6,000-7,000	5
RM (Medium Density Residential)	R-2	6,000-7,000	8
RH (High Density Residential)	R-3	6,000	12
RH (High Density Residential)	R-4	6,000	12
Any	PD	-	5-12

Source: City of Orland Zoning Ordinance, City of Orland Land Use and Circulation Element.

6.3 POLICY PLAN

BACKGROUND

The purpose of the Housing Element of the General Plan is to direct residential development consistent with the social and economic values of the City of Orland, as well as with the State's goal of providing adequate housing to all residents of California. The thrust of this Element is to comply with the housing requirements of both the State and the Tri-County Planning Council, as appropriate staff levels and funding resources become available to the City. The policy statements in this section promote the

rehabilitation of the existing housing stock, encourage the increase of housing opportunities by re-evaluating both governmental and nongovernmental constraints, and direct the City to use appropriate State and federal financing and subsidy programs when available. It is envisioned that the diversity of housing types and opportunities will increase as growth and development occur in the City. By identifying local housing needs, adopting appropriate goals and policies, and providing local legislation and programs to meet these needs, the City may be more effective in addressing the housing needs of its residents.

Government Code Section 65583 requires the Housing Element to include four basic components:

- A review of the previous Housing Element's goals, policies, programs and objectives to ascertain the effectiveness of each factor and the overall effectiveness of the Element. This review is presented below.
- An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. This assessment can be found in Sections 6.2 and 6.3.
- A statement of the City's goals, quantified objectives and policies relative to the maintenance, improvement and development of housing. These policy statements are presented below.
- A program that sets forth a five-year schedule of actions the City is taking or intends to undertake to implement the policies and achieve the goals and objectives through the administration of land use and development controls, provision of regulatory concessions, and the use of appropriate State and

federal financing and subsidy programs when available. These programs are listed below, including the agency or department responsible for implementation and the timeframe for implementation of each program.

State law requires that housing policy cover a specified timeframe. The Housing Element, by law, covers the period 1998-2003 and must be comprehensively updated in 2003.

PUBLIC PARTICIPATION

In the development of this Housing Element, the City of Orland has undertaken a public participation program designed to involve all economic segments of the community. This effort began in 1990, with the conducting of a door-to-door survey of targeted areas by CHIP to gather data about residents and housing units, enabling the City to apply for funding for housing improvement projects. This was followed in 1991 by a housing condition survey of large areas of the City and an updated survey in 1996. The results of these surveys are summarized in Section 6.2 above.

In 1991, CHIP also conducted a Migrant Housing Needs Study, during the fall season when workers were present. The study involved personal interviews in the field with 255 migrant workers in Glenn and Tehama Counties, as well as interviews with growers. The results of this study are summarized in Section 6.3.4 above. Another form of local public contact by CHIP is their outreach program for recruiting participants in their self-help housing projects, including direct contact with potential participants and public meeting and hearings.

All of this information, which was gathered through personal contact and outreach with affected individuals and households, was used

in the assessment of needs and issues contained in this Housing Element.

The draft Housing Element has been widely disseminated throughout the community. Copies of the document and notices were made available at the local library, schools, Fire Department and City Hall. Copies and notices were also sent to the Orland Water Users Association, CHIP, Caltrans, the Farm Bureau, the Glenn County Planning Department and PG&E.

A joint Planning Commission/City Council workshop was held on January 7, 1993 to review the draft Housing Element for the benefit of decision makers and the public. A public hearing was held before the Planning Commission on January 21, 1993 and the City Council on January 25, 1993. Notice of the hearing was published in the local newspaper, but also distributed as described above. Additional public hearings were held before the Planning Commission on March 21, 1996 and the City Council on April 8, 1996 to review and adopt the amended Housing Element, including results of the 1996 Housing Condition Report.

EVALUATION OF THE PREVIOUS HOUSING ELEMENT

As required by Section 65588 of the Government Code, the City of Orland has reviewed its 1984 Housing Element and has evaluated the appropriateness of its housing goals, objectives and policies in contributing to the attainment of the State housing goal, the effectiveness of the Housing Element in attainment of the City's housing goals and objectives, and the progress of the City in implementation of the Housing Element. The Housing Element update reflects the results of this review.

By definition, a goal is an "ideal future end, condition or state related to the public health, safety or general welfare toward which planning and planning implementation measures are directed ... a goal is generally not quantifiable, time-dependent or suggestive of specific actions for its achievement" (State of California *General Plan Guidelines*, 1990). Thus, it is unlikely that the City of Orland can expect to completely achieve the goals set forth in the 1984 Housing Element. Nevertheless, the City has made progress toward its goals, as described in this section and below in the review of the 1984 Housing Element programs. The goals, which are consistent with State and national housing goals to provide a decent home and suitable living environment for every individual and family, have generally been incorporated into this Housing Element update due to their continuing worthiness as an expression of community values.

The *General Plan Guidelines* define a policy as a specific statement that guides decision making and indicates a clear commitment of the local legislative body, the City Council. A review of the policies contained in the 1984 Housing Element indicates that the City intends to support and uphold some of the same policies, along with newly drafted policies.

An objective is defined as a "specific end condition or state that is an intermediate step toward attaining a goal." With regard to housing, objectives must be quantified, that is, measurable and/or time-specific. The 1984 Housing Element included a quantified objective for a new construction need for low to moderate income groups by 1989 (later amended to 1992) of 145 dwelling units. Information from the City regarding achievement of those objectives is presented below.

Previous Housing Element Programs

The results of the programs contained in the City's 1984 Housing Element are summarized and reviewed below on a program-by-program basis.

Action 1. The local government will apply for rental and rehabilitation assistance where appropriate to local needs and contingent upon the determination that a reasonable probability of success in securing funds can be assured. Work with a consultant to prepare and submit applications for Community Development Block Grant (CDBG) funds.

The City of Orland worked with a consultant to prepare and submit applications for CDBG funds in 1982 and 1983. The funds were proposed to be utilized to provide housing rehabilitation assistance and increase housing opportunities in target areas. The applications were not approved for funding.

In order to assemble data to qualify for CDBG funding, the City contracted with CHIP to conduct a housing condition survey of the City in 1991. The City applied for a CDBG housing rehabilitation grant for 16 units in 1992 and received approval. The City also received a CDBG grant in 1988 for the rehabilitation of 22 units. In 1996, the City contracted with Glenn County HRA to perform a housing conditions survey and to write an application to rehabilitate 20 homes. The application is pending. The CDBG housing rehabilitation funds are utilized in the form of a revolving loan fund, which generates additional funds for use in housing rehabilitation as loans are repaid.

Action 2. Provide local developers with referral information, contacts and guidance regarding available federal, state and local housing programs. Active support will be given to those programs which are privately initiated.

Orland City staff has provided several interested developers with information and referral and technical assistance regarding available federal, State and local housing programs, including the developers of the Orland Arbor and Cortina Gardens projects. These duties have been added to the City Clerk's duties.

Action 3. Expand administrative and/or service system capacities where necessary to provide adequate housing opportunities. Improve the existing sewer and water systems to make more sites available for housing. Revise the Land Use and Circulation Elements of the General Plan. Undertake strategies to remove government and market constraints on the provision of adequate housing opportunities.

The City applied for and received a CDBG grant for \$600,000 in 1984 to construct separate industrial discharge treatment facilities. With the removal of industrial wastewater from the domestic wastewater treatment plant in 1985, the plant can now serve additional housing units. Since the 1984 Housing Element was adopted, the City has also increased the capacity of the water system by adding two new wells, one in 1984 and the other in 1991.

The City updated the land Use and Circulation Elements of its General Plan in 1985 and in 1991 to include policy statements encouraging additional residential development and designating additional lands for residential development. These policy statements include the following:

- The goal of the Orland Area Plan is to provide for the anticipated growth of the City of Orland to the year 2000 and for the expected population of 8,000 to 10,000.
- Promote a diversity of residential densities which are consistent with the

economic, social, transportation and environmental goals of the City.

- The City shall monitor, on a yearly basis, the rate at which the developable land inventory in the City and Orland Service Area is being consumed, the population and employment growth of the City, and other useful indicators of growth.
- In 1990 and thereafter at least every five years, as part of a comprehensive General Plan review, the City shall examine the results of the monitoring process for the previous period. By amendment of this Plan, appropriate adjustments shall be made in the inventory of developable land so that it will accommodate the growth projected. The intent of this policy is to ensure that the amount of developable land available will always be in adequate supply, at the current ratio, and to gauge when it will become necessary to annex lands in the Orland Service Area.
- Residential planned developments for low-income households which exceed minimum standards are entitled to a density bonus of up to 25 percent over that allowed by the General Plan designation, provided that when combined with other density bonuses, the overall bonus does not exceed 25 percent.

The City also waives the standard that requires a two-car garage for FmHA and other low-income housing units. The City's planning and utility hookup fees are among the lowest in the State, and the City assesses a regional operation and maintenance assessment for parks and recreation facilities, rather than a fee imposed only on new residential development.

Action 4. *Increase the sites available for rental housing by allowing higher density development on standard residential lots, including second dwelling units.*

The City of Orland allows second dwelling units with a conditional use permit in the R-1 (Residential One-Family) zone, in accordance with the provisions of State law. This has increased the sites available for rental housing by allowing higher density development on conventional residential lots. The final policy listed in Action 3 above establishes the City's General Plan policy regarding density bonuses.

Action 5. *Adopt design standards assuring the compatibility of manufactured housing with the host community character.*

Mobile homes that meet code requirements are allowed in all residential zones. The code requirements apply to all residential dwellings to ensure compatibility with the character of the community. The Orland Municipal Code was revised in 1981 to adopt standards to allow individual mobile homes in residential zones. The Code was revised again in 1984, at the request of the building industry, to reduce the size of the required roof overhang from 18 inches to 12 inches.

Action 6. *Monitor the conversion of rental housing to condominiums and, if necessary, adopt an ordinance regulating future conversions.*

The City has monitored condominium conversions on an annual basis since 1984, and no conversions have occurred. A condominium conversion ordinance will be enacted when and if the rate of conversions appears to adversely affect the rental housing market in Orland.

Action 7. *Contract with the Glenn County Building Department to provide building inspection services and*

enforcement procedures to ensure that housing is of safe and sanitary construction and that hazards to public health and safety do not exist.

The City of Orland contracts with the Glenn County Building Department to provide building inspection services. These services include "red tag" procedures for identifying dilapidated structures.

Action 8. *Review the adequacy of potential sites for seasonal farmworker housing and pursue funding for housing at selected locations.*

Under contract with HCD, CHIP completed a study of migrant farmworker housing needs in northern Glenn and southern Tehama Counties. The results of the survey showed that the number of migrant farmworkers far exceeds available, sound seasonal housing in the region. While the City encourages and supports private efforts by farmers and others to develop housing for migrant farmworkers, staff has learned, at meetings held during the study and in the process of providing assistance to potential developers, that State standards for such housing and State program requirements (including maximum rents) for financing such housing make such developments financially infeasible.

Action 9. *Assist developers in determining appropriate utilization of sites that could be developed for farmworker housing.*

City Public Works and Planning Department staffs have assisted developers in determining appropriate utilization of sites for housing for permanent farmworkers. CHIP has assisted low-income families, including farmworker families, in building a total of 108 housing units in the City of Orland since 1984. Two proposals have been submitted for developments in areas zoned R-3 and R-4.

Action 10. *Revise Orland's Land Use Element to include goals, objectives and policies that are consistent with both the Glenn County General Plan and the Orland General Plan within Orland's Sphere of Influence.*

The City of Orland worked with Glenn County to revise and update the Land Use and Circulation Elements of their general plans for the Orland Service Area (Sphere of Influence). The Orland Area General Plan was adopted by Glenn County and the City of Orland in 1991. It established policy regarding the coordination of development in the unincorporated area around the City, thus promoting orderly development and avoiding future infrastructure problems when land is annexed to the City.

Action 11. *Encourage the local building industry to present written and oral input to local government as to measures which may be taken to meet the housing needs of the local population.*

The City continually receives and responds to input from the local building industry. As an example, the industry was responsible for the change in code requirements for mobile home roof overhangs. Over 700 new subdivision lots have been approved in the City since 1984.

Action 12. *Establish an Equal Opportunity Housing Program to promote housing opportunities and provide information and referrals regarding fair housing.*

A brochure has been prepared by the City and is available in City Hall explaining the City's program of referring housing discrimination complaints to the State Office of Fair Employment and Housing in Sacramento. A resolution was adopted by the City Council setting forth the City's policy and allowing Orland residents to place long-distance calls to the office in Sacramento at City expense.

The City Clerk has been designated as the coordinator for this program. No complaints have been registered at the City to date.

HOW THE UPDATED HOUSING ELEMENT INCORPORATES WHAT HAS BEEN LEARNED FROM THE PREVIOUS HOUSING ELEMENT

Several observations and conclusions can be drawn based upon experience gained by the City in implementing the previous Housing Element. First, it is reasonable to conclude that the City has accomplished more in the quest for decent, affordable housing than if there had not been an adopted Housing Element during the planning period, simply by focusing attention on the issue. Second, it is fair to say that outside forces, both governmental and nongovernmental, play a large role in the City's relative success or failure at Housing Element implementation. This conclusion is particularly valid with regard to interest rates, availability of financing, the private real estate market, and the commitment of State and federal funds to housing programs. Finally, it can also be concluded that, at the end of this planning period, the Orland area remains one of the most affordable areas in the State for housing.

REGIONAL HOUSING NEEDS PLAN

The Tri-County Planning Council prepared the *Regional Housing Needs Plan* for Colusa, Glenn and Tehama Counties pursuant to the provisions of Section 65584 of the Government Code. The Plan contains each county's and city's share of the statewide housing need to July 1997 and allocated shares of that need in each county to the jurisdictions in that county.

The determinations of local share of regional housing need, for the period January 1, 1991 to July 1, 1997, are shown in **Tables 6-24 and 6-25**. **Table 6-24** contains the estimated

TABLE 6-24
HOUSEHOLD PROJECTIONS BY INCOME GROUP

Jurisdiction & Income Group	Jan.1, 1991		Jan. 1, 1997		Jan. 1, 1991- Jan. 1, 1997	
	No.	%	No.	%	No.	%
Glenn County						
Orland						
Very Low ¹	504	26.0	580	26.0	76	26.0
Other Lower ²	349	18.0	401	18.0	52	17.8
Moderate ³	426	22.0	490	22.0	64	21.9
Above Moderate ⁴	658	34.0	758	34.0	100	34.3
Total	1,937	100.0	2,229	100.0	292	100.0
Willows						
Very Low	492	23.0	552	23.0	60	23.0
Other Lower	363	17.0	408	17.0	45	17.2
Moderate	428	20.0	480	20.0	52	19.9
Above Moderate	855	40.0	959	40.0	104	39.9
Total	2,138	100.0	2,399	100.0	261	100.0
Unincorporated						
Very Low	1,050	21.8	1,145	21.7	95	21.0
Other Lower	800	16.6	874	16.6	74	16.4
Moderate	1,014	21.0	1,109	21.0	95	21.0
Above Moderate	1,956	40.6	2,144	40.7	188	41.6
Total	2,866	100.0	5,272	100.0	452	100.0
Glenn County Total						
Very Low	2046	23.0	2277	23.0	231	23.0
Other Lower	1512	17.0	1683	17.0	171	17.0
Moderate	1868	21.0	2079	21.0	211	21.0
Above Moderate	3469	39.0	3861	39.0	392	39.0
Total	8895	100.0	9900	100.0	1005	100.0

¹ Defined as 0-50% of median income (\$0 to \$9,726)

² Defined as 50-80% of median income (\$9,727 to \$15,562)

³ Defined as 80-120% of median income (\$15,563 to \$23,344)

⁴ Defined as over 120% of median income (over \$23,344)

Source: Tri-County Planning Council, *Regional Housing Needs Plan*, 1992.

number of households on January 1, 1991 by income group, the projected additional households by income group between January 1, 1991 and July 1, 1997, and the projected households by income group on July 1, 1997.

Table 6-25 contains basic construction needs by income group through July 1997. It also shows the components that comprise the total. These include the existing shortage or surplus of units at the beginning of the planning period, the household growth allocations for the planning period, the number of vacant units needed because of household growth, and the estimated number of normal market removals during the planning period.

TABLE 6-25
GLENN COUNTY
BASIC CONSTRUCTION NEEDS
JANUARY 1, 1991 TO JULY 1, 1997

By Components	Housing Units			
	Orland	Willows	Un-incorporated	County Total
Household Increase	292	261	452	1,005
1991 Vacancy Need	51	43	101	195
1997 Vacancy Need	20	18	38	76
Replacement Need, 1991-1997	33	31	70	134
Total	396	353	661	1,410
By Income Group	Orland	Willows	Un-incorporated	County Total
Very Low ¹	103	81	139	323
Other Lower ²	70	61	108	239
Moderate ³	87	70	139	296
Above Moderate ⁴	136	141	275	552
Total	396	353	661	1,140

¹ Defined as 0-50% of median income (\$0 to \$9,726)

² Defined as 50-80% of median income (\$9,727 to \$15,562)

³ Defined as 80-120% of median income (\$15,563 to \$23,344)

⁴ Defined as over 120% of median income (over \$23,344)

Source: Tri-County Planning Council, *Regional Housing Needs Plan*, 1992.

Existing need is shown in both **Tables 6-24** and **6-25**. In **Table 6-24**, the "January 1, 1991" column shows the number of households, by income, that needed adequate housing as of the base date of the *Regional Housing Needs Plan*. In **Table 6-25**, the "1991 Vacancy Need" figures mean that there was a shortage of units as of January 1, 1991. **Tables 6-24** and **6-25** both also contain determinations of projected need. **Table 6-24** shows, by income group, the number of additional households each local government is to plan for in its housing element. **Table 6-25** shows, also by income group, the new construction needed to accommodate the additional households by July 1997, including an allowance for normal market removals.

The purpose and principal use of the allocations in the *Regional Housing Needs Plan* is inclusion in local housing elements as the respective share of regional housing need. By doing so, the City is planning to accommodate its share of projected County growth and to provide opportunities for all income groups to have access to housing within the City.

GOALS, QUANTIFIED OBJECTIVES AND POLICIES

The goals, quantified objectives and policies set forth in this section are intended to serve as general policy guidelines for the City of Orland for the maintenance, improvement and development of housing. Consistent with State and national housing objectives, these goals, objectives and policies reflect a commitment to provide a decent home and suitable living environment for residents of the City.

Goal 6.1: Development, through public and private resources, of sufficient new housing to ensure the availability of safe affordable housing for all households in Orland.

Quantified Objective 6.1: Construction of 396 dwellings by 1997 (to include 103 dwellings for very low income category, 70 dwellings for low income category, 87 dwellings for moderate income category, and 136 dwellings for above moderate income category), which equals Orland's regional share.

Policy 6.1.A: It shall be the policy of the City of Orland to become actively involved and facilitate the use of federal, State and local housing assistance programs directed toward new construction.

Program 6.1.A.1: Continue to provide local developers and nonprofits with information and referral, contacts and guidance regarding available federal, state and local housing programs (including HUD Section 202, FmHA 502, FmHA 515, FmHA 514/516, RHCP).

Implements Policies: 6.1.A, 6.1.B, 6.6.A
Year: 1993 and ongoing
Lead Agency: City of Orland Planning Department
Funding Source: General Fund

Policy 6.1.B: Encourage the use of federal and State housing programs by the private sector, nonprofit corporations and individuals for the purpose of expanding housing opportunities for persons of low and moderate income.

Policy 6.1.C: Promote balanced, orderly growth to minimize unnecessary development costs that add to the cost of housing.

Program 6.1.C.1: Concurrently and with adoption of this Housing Element, update the Land Use and Circulation Element of the General Plan to provide for sufficient land area, circulation system and City services to meet future residential needs through 1997.

Implements Policies: 6.1.C, 6.2.A, 6.2.B
Year: 1993
Lead Agency: City of Orland Planning Department
Funding Source: General Fund

Program 6.1.C.2: Continue to work in close cooperation with other Tri-County governments to ensure orderly development of unincorporated lands adjacent to the City, and the consistency of land use policies and development standards in those areas.

Implements Policy: 6.1.C
Year: 1993 and ongoing
Lead Agency: City of Orland Planning Department, City Council
Funding Source: General Fund

Program 6.1.C.3: Continue to encourage the local building and real estate industry to present written and oral input to the City as to measures that may be taken to meet local housing needs. Invite local building contractors to address the City Council on this subject on an annual basis.

Implements Policy: 6.1.C
Year: 1993 and ongoing
Lead Agency: City of Orland City Manager's Office, City Council
Funding Source: General Fund, building permit fees

Goal 6.2: Assurance of choice of housing location for all residents of Orland.

Quantified Objective 6.2: Designation of sufficient land for residential development to accommodate the land required for new development through 1997.

Policy 6.2.A: Accommodate and encourage development of a full range of housing types in Orland.

Program 6.2.A.1: Revise the City of Orland Zoning Ordinance to be consistent with the City's General Plan.

Implements Policies: 6.2.A, 6.2.B

Year: 1993

Lead Agency: City of Orland Planning Department

Funding Source: General Fund

Policy 6.2.B: Maintain a sufficient inventory of developable land to accommodate timely development of needed new housing.

Program 6.2.B.1: Develop and maintain an inventory of publicly-owned land within the City and analyze that land for potential housing sites. If appropriate sites are identified, the City will approach developers and funding agencies to facilitate development of the sites with assisted housing.

Implements Policy: 6.2.B

Year: 1993 and ongoing

Lead Agency: City of Orland Public Works Department

Funding Source: General Fund, CDBG technical assistance grant

Goal 6.3: Maintenance and improvement of the quality and affordability of the existing housing stock and the neighborhoods in which it is located.

Quantified Objective 6.3.a: Rehabilitation of an annual average of 5 dwellings for very low-, low- and moderate-income households through 1997 (2 very low-, 2 low- and 1 moderate-income households).

Quantified Objective 6.3.b: Conservation or replacement of 10 dwelling units at risk of conversion to non-low-income uses for very low- and low-income households through 1997 (6 very low- and 4 low-income households); weatherization of an annual average of 32 units (19 very low- and 13 low-income households); and provision of Section 8 existing rental

assistance to an annual average of 12 households (7 very low- and 5 low-income households).

Policy 6.3.A: Encourage conformance with building codes through enforcement procedures to ensure that housing is of safe and sanitary construction and that hazards to public health and safety do not exist.

Program 6.3.A.1: Continue to contract with the Glenn County Building Department for building inspection services and enforcement of the building and housing codes. Inspect housing units upon receiving complaints regarding health and safety problems, and require compliance with applicable codes. Require demolition of vacant dilapidated dwellings that are not economically feasible to improve to code standards.

Implements Policy: 6.3.A

Year: 1993 and ongoing

Lead Agency: City of Orland City Manager's Office

Funding Source: Building permit fees

Policy 6.3.B: Encourage development of sound new housing on vacant land within existing neighborhoods that have the necessary infrastructure and services.

Policy 6.3.C: Support and encourage all public and private efforts to rehabilitate and improve the existing housing stock, focusing on identified target areas of the community.

Program 6.3.C.1: Investigate formation of a redevelopment agency and adoption of a redevelopment plan for blighted area(s) of the City to address critical housing needs.

Implements Policies: 6.1.A, 6.2.B, 6.2.C

Year: 1995

Lead Agency: City of Orland City Manager's Office

Funding Source. General Fund, to be reimbursed by redevelopment funds.

Program 6.3.C.2: Allocate a portion of any future redevelopment housing set-aside funds for the purchase of sites for low- and moderate-income housing, to be landbanked or used for the development of assisted housing; and to identify suitable sites for assisted housing and assist in providing for infrastructure improvements to serve those sites.

Implements Policies: 6.3.B, 6.3.C, 6.3.D, 6.3.E

Year. Upon adoption of redevelopment plan

Lead Agency. Orland Redevelopment Agency

Funding Source. Redevelopment funds

Program 6.3.C.3: Continue to work with CHIP or any other nonprofit agency to prepare and submit applications for CDBG funds to provide housing rehabilitation assistance and infrastructure improvements, focusing on the following target areas: the Seventh and Eighth Street corridor and the northern end of Fourth and Fifth Streets.

Implements Policy: 6.3.C

Year. 1993 and ongoing

Lead Agency. City of Orland City Manager's Office

Funding Source. CDBG funds

Program 6.3.C.4: Contract with CHIP or any other nonprofit entity to undertake a detailed survey of the mechanical, structural and electrical condition of the housing units identified as substandard in the 1991 Housing Condition Report.

Implements Policy: 6.3.C

Year. 1994

Lead Agency. City of Orland City Manager's Office

Funding Source. CDBG technical assistance grant

Program 6.3.C.5: Continue to make housing rehabilitation loans to qualified households as funds are available from the City's revolving loan fund.

Implements Policy: 6.3.C

Year. 1993 and ongoing

Lead Agency. City of Orland City Manager's Office

Funding Source. CDBG reuse funds

Policy 6.3.D: Encourage proper maintenance of essential public services and facilities in residential developments.

Program 6.3.D.1: Continue to improve the City's sewer and water systems to assure that construction of new dwelling units in accordance with the quantified objectives of this Housing Element can be accommodated. Continue to apply for available State and federal grants and loans to finance construction of necessary improvements.

Implements Policies: 6.2.A, 6.2.B, 6.3.D

Year. 1993 and ongoing

Lead Agency. City of Orland Public Works Department

Funding Source. Sewer and water enterprise funds, CDBG grants, EDA grants, other grant and loan sources

Policy 6.3.E: Facilitate maximum use of federal and State programs that can assist lower-income homeowners to properly maintain their dwelling units.

Policy 6.3.F: Monitor units at risk and facilitate conservation or replacement of any federally-assisted housing units that are planned for conversion to market rate rents.

Program 6.3.F.1: Monitor the conversion of rental housing to condominiums and, if necessary, adopt an ordinance regulating future conversions.

Implements Policy: 6.3.F

Year: 1993 and ongoing

Lead Agency: City of Orland Planning Department

Funding Source: General Fund

Program 6.3.F.2: Monitor the status of federally-assisted projects within the City of Orland; review Plans of Action submitted for LIHPHA-eligible projects; assist in providing community and tenant education about the issue, available assistance and options; and facilitate transition to nonprofit or public ownership. Monitoring shall consist of annually contacting HUD representatives regarding filing of notices of intent. The City Manager will review any Plans of Action with the Planning Commission and City Council, assist in providing appropriate notices to tenants and other interested members of the community, and assist interested groups in providing educational workshops and identifying sources of funding for acquisition by tenants, nonprofit groups or public agencies.

Implements Policy: 6.3.F

Year: Annually, beginning in 1993

Lead Agency: City of Orland City Manager's Office

Funding Source: General Fund, redevelopment funds (if available)

Goal 6.4: Promote equal access to safe and decent housing for all income groups.

Quantified Objective 6.4: Provide referral services for housing discrimination complaints to appropriate State and federal agencies through 1997.

Policy 6.4.A: Encourage enforcement of fair housing laws throughout the City.

Program 6.4.A.1: Continue the City's existing program of providing assistance in referring and reporting housing discrimination complaints to the State Department of Fair Employment and Housing. Continue to provide access to a City telephone and to provide brochures to residents reporting complaints to City Hall. Publicize this service through the local media, schools, library, the post office and local housing advocacy groups.

Implements Policy: 6.4.A

Year: 1993 and ongoing

Lead Agency: City of Orland City Clerk

Funding Source: General Fund

Policy 6.4.B: Support programs that increase employment and economic opportunities.

Program 6.4.B.1: Support economic development programs and strategies, including the Orland Area Chamber of Commerce, Glenn Chamber of Commerce Economic Development, Inc., and Tri-County EDC.

Implements Policy: 6.4.B

Year: 1993 and ongoing

Lead Agency: Orland City Council

Funding Source: General Fund, CDBG reuse funds

Goal 6.5: Promote energy conservation activities in all residential areas.

Quantified Objective 6.5: Development of public policies and regulations that achieve a high level of energy conservation in all new and rehabilitated housing units.

Policy 6.5.A: Adopt by reference relevant portions of the Energy Element of the Glenn County General Plan as an element of the City of Orland General Plan.

Program 6.5.A.1: Prepare and adopt a General Plan Amendment to adopt and implement relevant portions of the Energy Element of the Glenn County General Plan following its adoption by the County.

Implements Policy: 6.5.A

Year: 1994

Lead Agency: City of Orland Planning Department

Funding Source: General Fund

Goal 6.6: Increase opportunities for special needs groups (elderly, large families, families with female heads of household, farmworkers, disabled and homeless) to obtain adequate housing.

Quantified Objective 6.6: Rental assistance to an annual average of 7 very low-, low- and moderate-income renter households and homeowner assistance to an annual average of 3 very low-, low- and moderate-income owner households through 1997.

Policy 6.6.A: Encourage full use of federal and State housing assistance programs that can enable persons with unmet housing needs to obtain decent housing at prices they can afford.

Program 6.6.A.1: The City will continue to allow room additions for overcrowded owner households in accordance with zoning regulations, and provide an incentive for developers to provide multiple family units with three or more bedrooms. The incentives shall consist of a density bonus, in accordance with the provisions of State law.

Implements Policy: 6.6.A

Year: 1993 and ongoing

Lead Agency: City of Orland Planning Department

Funding Source: General Fund

Policy 6.6.B: Support the development of housing plans and programs, including new publicly-subsidized housing, that maximize housing choice for special needs groups and lower-income households commensurate with need.

Policy 6.6.C: Encourage and support the private development of farmworker housing, including the development of adequate seasonal housing for migrant farmworkers and their families.

Program 6.6.C.1: Assist private and/or nonprofit developers in identifying available sites in Orland that could be utilized for farmworker housing. Encourage CHIP and other potential developers to pursue funding for self-help housing and farmworker housing at selected locations. Provide expedited permit processing and technical assistance to developers for the permit process.

Implements Policies: 6.6.B, 6.6.C

Year: 1993 and ongoing

Lead Agency: City of Orland Planning and Public Works Departments

Funding Source: General Fund, CDBG technical assistance grant

Table 4

Comparison of the results of the two methods of data analysis for the two different data sets. The results are given in the form of a table of means and standard deviations for each of the two data sets. The results are given in the form of a table of means and standard deviations for each of the two data sets.

Method	Data Set	Results									
		Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
Method 1	Data Set 1	1.2	0.3	1.5	0.4	1.8	0.5	2.1	0.6	2.4	0.7
		2.5	0.6	2.8	0.7	3.1	0.8	3.4	0.9	3.7	1.0
		3.8	0.9	4.1	1.0	4.4	1.1	4.7	1.2	5.0	1.3
		5.2	1.2	5.5	1.3	5.8	1.4	6.1	1.5	6.4	1.6
		6.7	1.5	7.0	1.6	7.3	1.7	7.6	1.8	7.9	1.9
	Data Set 2	1.1	0.2	1.4	0.3	1.7	0.4	2.0	0.5	2.3	0.6
		2.4	0.5	2.7	0.6	3.0	0.7	3.3	0.8	3.6	0.9
		3.7	0.8	4.0	0.9	4.3	1.0	4.6	1.1	4.9	1.2
		5.1	1.1	5.4	1.2	5.7	1.3	6.0	1.4	6.3	1.5
		6.6	1.4	6.9	1.5	7.2	1.6	7.5	1.7	7.8	1.8
Method 2	Data Set 1	1.3	0.4	1.6	0.5	1.9	0.6	2.2	0.7	2.5	0.8
		2.6	0.7	2.9	0.8	3.2	0.9	3.5	1.0	3.8	1.1
		3.9	1.0	4.2	1.1	4.5	1.2	4.8	1.3	5.1	1.4
		5.3	1.3	5.6	1.4	5.9	1.5	6.2	1.6	6.5	1.7
		6.8	1.6	7.1	1.7	7.4	1.8	7.7	1.9	8.0	2.0
	Data Set 2	1.2	0.3	1.5	0.4	1.8	0.5	2.1	0.6	2.4	0.7
		2.5	0.6	2.8	0.7	3.1	0.8	3.4	0.9	3.7	1.0
		3.8	0.9	4.1	1.0	4.4	1.1	4.7	1.2	5.0	1.3
		5.2	1.2	5.5	1.3	5.8	1.4	6.1	1.5	6.4	1.6
		6.7	1.5	7.0	1.6	7.3	1.7	7.6	1.8	7.9	1.9

APPENDIX A

TABLE A-1
FHWA-RD-77-108 HIGHWAY TRAFFIC NOISE PREDICTION MODEL DATA INPUTS AND DISTANCES TO 60 AND 65 dB LDN CONTOURS
CITY OF ORLAND NOISE ELEMENT - EXISTING (2002) CONDITIONS

Segment	Roadway Name	Segment Description	ADT	Day %	Night %	Truck Usage		Speed	Distance to Ldn Contours, feet	
						Med.	Hvy.		60 dB Ldn	65 dB Ldn
1	Hwy 32 (Walker St)	E. of Tehama Street	6100	87	13	2.5	8.5	35	130	60
2		W. of Fifth Street	9430	87	13	2.5	8.5	25	129	60
3		W. of Road MM	6300	87	13	2.5	8.5	45	171	79
4	Sixth Street	N. of Shasta Street	7650	87	13	1	2	35	89	41
5		S. of Yolo Street	5980	87	13	1	2	35	75	35
6		S. of South Street	5100	87	13	1	2	35	68	31
7	South Street (CR 200)	W. of I-5	1570	87	13	1	2	35	31	14
8		E. of Cortina Drive	5340	87	13	1	2	35	70	32
9		W. of East Street	3225	87	13	1	2	35	50	23
10	East Street	N. of Walker Street	2510	87	13	1	2	35	42	20
11		N. of South Street	2450	87	13	1	2	35	41	19
12	Papst Avenue	N. of Mill Street	2400	87	13	1	2	35	41	19
13	Tehama Street	E. of Sixth Street	2370	87	13	1	2	35	41	19
14	Colusa Street	E. of Fifth Street	1400	87	13	1	2	35	29	13
15	Newville Road	W. of I-5	7130	87	13	1	2	35	85	39
16	Interstate 5	North of 16 th Street	23000	83	17	3.5	30	70	1182	549

Source: *Annual Average Daily Truck Traffic on the California State Highway System*, Caltrans, April 2000, Bollard & Brennan, Inc. and kdANDERSON Transportation Consultants.

TABLE A-2
RAILROAD NOISE EXPOSURE AS A FUNCTION OF THE NUMBER OF DAILY TRAINS
ORLAND NOISE ELEMENT

Number of daily Trains	Ldn at 100 feet, dB		Distance to 60 dB Ldn Noise Contours	
	Without Horn	With Horn	Without Horn	With Horn
1	51	56	24	51
2	54	59	38	81
3	55	60	49	106
5	58	63	69	150
7	59	64	87	187
10	61	66	110	237

Note: The predicted distances to the Ldn contours assume a mean railroad sound exposure level of 100 dB without horn usage and 105 dB with horn usage at a reference distance of 100 feet from the tracks and that all train operations occur during daytime hours.

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